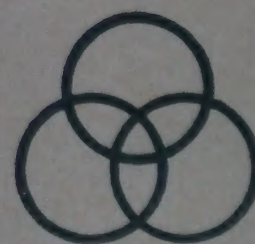


MICRO-LEVEL PLANNING AND DEVELOPMENT PROCESSES

VOLUME I

Area Development Programmes in India A Review and Appraisal

ADMINISTRATIVE STAFF COLLEGE OF INDIA
Consulting & Applied Research Division
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Volume I

Area Development Programmes in India:
A Review and Appraisal

K.V. Sundaram and R.P. Misra

Institute of Development Studies
University of Mysore
August 1, 1976

Vol. I .. Area Development Programmes in India: A
Review and Appraisal

.. K.V. Sundaram and R.P. Misra

Vol. II .. Methods and Techniques of Integrated
Rural Area Planning

R.P. Misra, K.V. Sundaram and
P.S. Tiwari

Vol. III .. Drought Prone Area Programme in Chitra-
durga District of Karnataka - Planning
and Development Processes

P.S. Tiwari and R.P. Misra

INTRODUCTION

Among the several research projects sponsored by the Ministry of Agriculture, Government of India, during 1975-76, the study of the Micro-Level Planning and Development Processes, was one. This project started on May 1, 1975 had three major objectives:

1. to review the area development programmes sponsored by the Government of India and to suggest how they could be integrated sectorally and spatially into a more comprehensive programme of integrated area development;
2. to prepare a compendium of methods and techniques often used by area/regional planners and to present them in a form that could be easily comprehended and used by local officials and planning researchers;
- and
3. to study the Drought Prone Area Programme in Chitradurga district of Karnataka, with a view to suggesting improvements in planning techniques and implementation procedures.

As the work of the project proceeded, it was realised that the report would have to be brought out into three independent volumes. It was also felt that a more comprehensive work would be of considerable help as a training

material, specially because the Institute of Development Studies has been running an in-service training programme for the Directors of the Drought Prone Area Programme under the sponsorship of the Ministry of Agriculture, Government of India. It was, therefore, decided to work almost simultaneously on all the three aspects of the project and to prepare independent reports. This is Volume I of the series of three reports of this project.

This Volume has been prepared by K.V. Sundaram, Joint Director, Planning Commission, and R.P. Misra, Director, Institute of Development Studies, Mysore. The data collection were done by the staff specially appointed for the purpose. Volume II of the report entitled, Methods and Techniques of Integrated Rural Area Planning, was prepared jointly by R.P. Misra, K.V. Sundaram and P.S. Tiwari, while the Volume III on Drought Prone Area Programme of Chitradurga was prepared by P.S. Tiwari in collaboration with R.P. Misra. It may be noted here that Mr. Sundaram was associated with the project in an informal way. He, however, took keen interest in it and redrafted the report.

We are grateful to Mr. Sundaram for having spared the time to participate in this study. We are equally grateful to the Deputy Commissioner, Chitradurga district, and to Mr. M.R. Narayan, Project Director, DPAP, Chitradurga, for helping us in every possible way to complete

the task of Volume III of the report. The idea that there is a definite need for research in the area covered by this project emerged from a discussion I had with Mr. Aurora, Director, DPAP, New Delhi. I am thankful to him and to the Ministry of Agriculture and Irrigation for having supported the project.

August 1, 1976.

R.P. MISRA

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Chapter I

INTEGRATED AREA DEVELOPMENT PLANNING IN INDIA: BACKGROUND AND TRENDS

In recent years, there has been an increasing concern at the national level for the development of specific problem areas within the country. This interest and concern for regional/area development is something which has evolved over a number of years and must be regarded as the culmination of an approach focussed on the development of certain "small areas" and "communities" bypassed by the global planning approach, viz., National or State level planning. In order to grasp the significance of this development, we have to review the trends in development planning over successive plan periods.

Before undertaking such a review, however, we may note that the evolution of regional/area planning in India has to be viewed within the framework of constitutionally defined Centre/States relationships in the sphere of planning and development. The scope for sub-national planning including the source of financing of certain types of development programmes is specified in our Constitution itself. Development programmes like large and heavy industries, national highway railways and communications are included in the Central sector plan. Development of agriculture and allied activities, irrigation, power, roads (other than national highways), re-

transport, town and country planning and social services, by and large, fall in the State sector. Below the State level (e.g., between the State and the Districts), there are no such division of responsibilities. For undertaking area planning at micro level, therefore, the initiative must primarily come from State Governments. However, the Central Government assists the State Governments in accelerating the pace of development of certain specific problem areas in recognition of the size, dimension and complexity of the problem as also the national commitment of reducing the spatial inequalities.

The major impetus to the evolution of an area approach in planning has stemmed primarily from the growing regional imbalances in the levels of development in the country and the increasing need for decentralising the planning and decision-making apparatus to various sub-national levels. Large investments made in multipurpose projects and industrial projects also brought to attention the need for an integrated approach involving the optimal utilisation of intersectoral and spatial linkages. The First Five Year Plan aimed at promotion of rapid and balanced economic development through consolidation of post-war development efforts and meeting certain urgent problems that arose immediately after independence. After taking note of the resources and the immediate needs of the country, it made certain significant

statements elaborating on the ideology of planned socio-economic development in the Indian context. The problems of regional/area development did not come to any special attention at this stage, although a few projects on housing and urban development, a programme for permanent improvement in scarcity areas, some major irrigation and power projects, etc. were included in the plan. The plan, however, laid emphasis on decentralisation of planning and initiated the community development programme for the all round development of vast rural areas.

The second Five Year Plan stated that "In any comprehensive plan of development, it is axiomatic that the special needs of the less developed areas should receive due attention. The pattern of investment should be so devised as would lead to balanced regional development" (page 36). The Plan dealt with the regional aspects of development in three major ways: (i) the programmes of agriculture, community development, irrigation, particularly minor irrigation and local works were included in the State Sector plan to influence development in vast areas, including the less developed areas. Facilities for power, water supply, transport and communications and technical training were sought to be provided in areas which were lagging behind industrially and where an urgent need for promoting employment was felt; (ii) special programmes were undertaken in areas where

development had not taken place or was temporarily held up due to some basic deficiencies. Special provisions were made in the respective State Plans for the problem areas such as Vidarbha and Marathwada, eastern districts of Uttar Pradesh, and hill areas and other backward areas of Punjab and Uttar Pradesh. Besides, programmes for the backward classes in Assam, Madhya Pradesh and Orissa were also included; and (iii) promotion of industries in the relatively less developed areas was sought through the licensing policy, the Industrial Estates Programme and development of village and small industries. In determining the location of large public sector enterprises, it was decided to give consideration to the underdeveloped areas subject to techno-economic feasibility.

In spite of the awareness of the problem of regional disparities which is reflected in the plan document, the Second Five Year Plan did not include any elaborate "areas planning programmes" as such. The development of the backward areas was sought to be achieved through normal sectoral programmes and no special efforts were made to secure their coordination at area level.

For the first time, the concept of balanced regional development in the context of Indian planning was elaborated in the Third Plan document which devoted a whole chapter to the subject. It stated: "Balanced regional development of the different parts of the country, expansion of the benefits

of economic progress to the less developed regions and wide-spread diffusion of industry are among the major aims of development" (page 142). It was further stated that in the long-term perspective, "regional and national development are essentially two different facets of a common objective" (page 153). Differences among regions on account of physical endowments, the problem of resource constraints for development as well as the apparent conflict between equity and efficiency criteria in the allocation of resources were discussed in the plan document. Among the policy measures outlined towards achieving balanced regional development were the following: (i) in the matter of location of industries, their undue concentration in any particular location or area was to be avoided. This decision was however subject to broad considerations of national needs for exports and development of location-specific strategic industries. In pursuance of this objective, a large number of medium and large industrial units were decided to be located in areas other than the metropolitan cities and big towns. Attention was given to the development of infrastructure in selected industrial development areas in the backward regions and for dispersal of industries; (ii) large projects were conceived as nuclei of regional development. It was envisaged that around the new medium and large irrigation projects "a whole group of schemes aiming at the development of improved agriculture, horticulture, market centres and processing and other

industries should be taken up" (page 149). Development of small and medium industries was sought to be linked to the large industrial projects. The need for coordinating the new resource developments taking place in virgin areas such as the Dandakaranya, Rajasthan Canal Area and in the areas served by major irrigation projects like the Tunngbhadra, Nagarjuna-sagar, Koyna and Chambal was emphasised. The Third Plan also paid attention to the urban planning problems encountered in the big industrial and metropolitan towns. A programme for preparing master plans for such towns was taken up; (iii) the impact of the application of science and technology on reducing regional disparities through exploitation of natural resources and development of infrastructure was recognised; (iv) the role of education and training facilities for modernisation and industrialisation of the less developed areas was emphasised. Technical training programmes for facilitating migration of skilled and semi-skilled labour were also included; and (v) it was also recognised that the inadequate availability of managerial personnel and small and medium entrepreneurs in the less developed areas constituted the basic impediments to development.

The Third Plan also stressed the significance of continuous research and study of the problems of the less developed areas and for evolving an information system for plan programming. It was specifically recommended that "in different types of regions, the preparation of regional or

area development plans should be undertaken at an early stage in the Third Plan" (page 150).

It is apparent that the Third Plan evinced considerable concern about the problems of regional development and particularly with the problem of securing vertical and horizontal coordination of plans at the area level, which is crucial in the area development approach. However, the operational content of the Plan and its actual implementation could not match with the ambitious philosophy enunciated in the plan document. Thus, many of the statements made in the Third Plan document remained as a mere charter of intentions. It is only during the Fourth Plan that we find a distinct departure. In fact, the Fourth Plan marks a "watershed" in Indian planning, as it spelt out certain concrete steps towards balanced regional development and sought to tie up a regional balance policy to the policy of investment allocation.

The Fourth Plan recognised that the problem of underdevelopment can be adequately tackled only in the long run, but a conscious attempt for the accelerated development of the backward areas was necessary. The problem of removal of backwardness was viewed as a cooperative endeavour in which the primary responsibility lay with the concerned State Governments; but the Centre, the research institutions and the financing and other public agencies had to play an

important complementary role in this respect. The emphasis was laid on integrated area development approach within the framework of a multilevel coordinated effort in regard to the formulation and implementation of plans at Central, State and district levels. The plan also took note of the reports of the two Working Groups set up by the Planning Commission in November 1968 to recommend: (i) the criteria for the identification of industrially backward areas, and (ii) fiscal and financial incentives for supporting industries in the backward areas, and framed some special programmes in the light of their findings.

The various measures adopted during the Fourth Five Year Plan for developing backward areas may be grouped into the following categories: (i) weightage was given to the States having per capita income below the national average in the allocation of central assistance for the plan. Similarly, special patterns (with higher grant component) of central assistance were applied to some selected hill areas; (ii) special schemes for promoting industrial development in the selected backward areas such as those of concessional finance from the term lending institutions, 15 per cent central investment subsidy, transport subsidy, rural industries projects, industrial estates programmes and industrial development areas programme were taken up. Besides, attention was also sought to be given to the claims of backward areas in the location of large public sector enterprises subject to

techno-economic considerations; (iii) the operations of the banking and term lending institutions and other public institutions were geared to encourage private effort in the backward areas; (iv) special area programmes for the development of selected hill areas, drought-prone areas, tribal areas and command areas on the basis of integrated area development approach were initiated; (v) the aspects of inter-State development were further considered. Task Forces to study the problems and recommend strategies of development were set up for Bundelkhand, Dandakaranya and Western Ghats regions. The North Eastern Council was set up in August 1972 to prepare regional plan projects for the north-eastern States; and (vi) emphasis was laid on systematic district planning. Guidelines were issued to the States for the preparation of district plans. It was realised that for initiating meaningful planning at sub-State levels, the planning machinery at the State and lower levels needed to be strengthened. For this purpose, a central assistance scheme for strengthening of planning machinery was started in 1972.

Since the Fourth Five Year Plan, it has been realised that in order to reach the social and economic goals of development, a greater diffusion and growth of activity and employment at local levels would be needed. Since the acceptance of this idea would require not only larger effort but also changes in planning procedures, some attempts were

made to decentralise the planning process to the sub-national and sub-State levels. This change may be seen as a shift towards more enlightened approaches to the regional problem, leading to a more objective assessment of local and regional needs and approach to programmes that may benefit local areas or regions.

In spite of the comprehensive awareness of the problem of regional disparities and genuine intentions to initiate elaborate measures, the area approach in the Fourth Plan could not be implemented in a big way. The regional disparities in the country, as revealed by the various indicators of socio-economic development, did not show any marked tendencies of narrowing down. The draft Fifth Five Year Plan, taking note of these inadequacies, further emphasised that the special programmes initiated during the Fourth Five Year Plan must be strengthened. Thus, there is now a sharper focus on the problems of multilevel planning and area development. At the time of formulation of the Fifth Plan, it was also noted that certain area specific development programmes benefited only a particular class of people, particularly the elites and tended to bypass the weaker sections of the community. It was, therefore, emphasised that an area development plan, while uplifting the economy of the area in general, must pointedly aim at subserving the economic interest of the under-privileged sections of the society. Thus, the Draft Fifth Plan has followed a conscious and deliberate

strategy tilted in favour of backward areas and weaker sections of the population, i.e., a target area combined with a target group approach has emerged. Apart from the various area specific programmes, a special programme which has been initiated during the Fifth Five Year Plan is the National Programme of Minimum Needs which has been envisaged to make up for the marked deficiencies in the levels of social consumption with respect to elementary education, rural health, rural water supply, rural roads, rural electrification, nutrition, environmental improvement of slums and house sites for landless labour. This programme has been given special importance in the backward areas, and is intended to remove the spatial disparities in the levels of social provision.

Before we conclude this broad-brush review, we must note that the introduction of area planning in the country is borne out of the recognition that the global planning of the past should be replaced by multilevel planning. This multilevel planning approach would assign greater role to spatial planning leading to the integration of physical and economic planning within a hierarchical framework of inter-related area units. The Fifth Five Year Plan seeks to make considerable headway in this direction through the sub-plans for the hill and tribal areas, the programme for the drought-prone areas and the development of the command areas. The sectoral programmes in the industrial and agricultural spheres also lay great emphasis on an area development approach and

establishing inter-sectoral linkages. In spite of the serious concern shown to the development of backward areas and removal of poverty, the performance in the first two years of the Fifth Plan has not been spectacular. The National Programme of Minimum Needs could attract only limited funding due to resource constraints of the States and the competing claims of the programmes of agriculture, irrigation and power. The sub-plans for the hill and tribal areas have made only slow and halting progress during the first two years of the Fifth Plan. Some progress has been made in the implementation of regional projects in the North Eastern Council, Western Ghats and Bundelkhand. District planning is still in its infancy. Recently, the Estimates Committee in their 69th Report on the Development of Backward Areas have pleaded for the adoption of an integrated area development approach in respect of all backward areas. The absence of adequate skills, the lack of suitable planning machinery, organisational and institutional inadequacies, etc., have come to the fore and are being sought to be remedied. Obviously, this transformation cannot be completed by overnight. Through a painful process of trial and error, it may be said that we have at last stumbled on a development path that appears as the most desirable approach to local area development. Nevertheless this approach has to be carefully nursed through skilled planning, meticulous project formulation and

effective implementation, so that its benefits could reach in full measure to the areas and to the people for whom it is intended.



Chapter II

DECENTRALISATION TRENDS AND THE PLANNING FUNCTION

Growing Emphasis on Decentralisation:

The growing emphasis on decentralisation has been one of the factors which has contributed to the emergence of area approach in planning. The trend towards decentralisation¹ in the country is discernible since the attainment of Independence. The Panchayati Raj movement and the Community Development movement may be seen as the early efforts in this direction.

Article 40 of the Indian Constitution lays down as one of the Directive Principles of State Policy that the State should "take steps to organise Panchayats and endow them with such powers and authority as might be necessary to enable them to function as units of self-government". It was also conceived that the Panchayats should constitute a democratic base for planning and implementation of development programmes with active participation of the people. The First Five Year Plan² envisaged the following functions for the Panchayats:

-
1. There is, however, a controversy that the mechanism of decentralisation in our context was actually delegation and not decentralisation proper. For the present, it may not be very relevant to go into this controversy.
 2. Government of India, First Five Year Plan, 1952, page 134.

- i) Framing programmes of production for the village;
- ii) Framing budget requirements of supplies and finances for carrying out the programmes;
- iii) Acting as a channel through which the Government assistance, other than the cooperatives, reaches the village;
- iv) Securing minimum standards of cultivation to be observed in the village with a view to increasing the production;
- v) Bring waste land under cultivation;
- vi) Arranging for the cultivation of lands not cultivated or managed by the owners;
- vii) Making arrangements for the cooperative management of land and other resources in the village according to the terms of the prevailing land management legislation; and
- viii) Assisting the implementation of the reform measures in the village.

During the First Five Year Plan, a comprehensive programme for rural reconstruction was initiated under the name of Community Development Programme. The basic unit of this programme became the development block comprising 100 villages and a population of about 60,000. Under the leadership of a Block Development Officer, the programme organisation was intended to include a number of specialists in the fields of agriculture, animal husbandry, cottage industry, education, health, engineering, cooperation and Panchayat. The key persons at the village level - 10 in each block - were designated as Village Level Workers (V.L.Ws) to whom the role of multi-purpose functionaries was assigned. It would appear that

the launching of the Community Development Programme manifested a shift in emphasis towards a larger unit covering more aspects of planning and providing a systematic organisation. One of the cherished objectives of the Community Development Programme was to evoke people's participation in decision-making and in implementation of the development schemes as well as to maximise mobilisation of local resources in the process. However, after exhibiting an initial enthusiasm, the programme became prey to functionalism, group politics and such organisational tensions that it could not fulfil its objectives. The resource constraints which became more conspicuous after the shift of the programme from the Central sector to the State sector also contributed significantly to its weakening.³

The shortcomings of the Community Development Programme led to the examination of its working by the Balwantrai Mehta Committee. The Report of the Study Group (1957) recommended establishment of the Panchayati Raj institutions in a 3-tier inter-connected hierarchy consisting of Zilla Parishad at the district level, Panchayat Samitis at Block level and the Panchayats at the village level. These institutions were set up in all States through suitable legislation. In establishing the Panchayati Raj institutions, some degree of flexibility was given to the State Governments to evolve

3. See Khan Iltija H. - Government in Rural India (1969), page 36.

patterns suitable to their own circumstances, but adhering to the following broad principles:

- i) It should be a 3-tier structure of local self-governing bodies from the village to the district, and these bodies should be linked together;
- ii) There should be genuine transfer of power and responsibility;
- iii) Adequate resources should be transferred to the newly created bodies to enable them to discharge their responsibilities;
- iv) All development programmes at these levels should be channelled through these institutions; and
- v) The system evolved should be such as will facilitate further devolution and dispersal of powers and responsibilities in future.

• Compared to the Community Development Programme, the emphasis in Panchayati Raj was more on decentralisation by providing regular representative institutions at district, block and village levels and by endowing them with decision-making powers. As a reinforcement to the Community Development Programme, in the sphere of planning, the Panchayati Raj was to transform the various levels as effective units of planning. The coverage of Panchayati Raj in the country is impressive. At present, over 5 lakh villages in the country are covered with a network of more than 2 lakh Gram Panchayats covering 90 per cent of villages and about 97 per cent of rural population. There are more than 4,000 Panchayat Samitis and 200 Zilla Parishads which are engaged in the task of

rural development. The Panchayati Raj sought to evolve a balance between the various levels in the performance of the different functions of planning. Since the inception of the Community Development Programme, the Development Block had become an accepted level of rural administration. In fact, programmes relating to agricultural development as well as those of Family Planning, nutrition, child care, social and informal education, village crafts, etc. depended almost entirely on block administration. The Balwantrai Mehta Committee had also observed that "the block offers an area large enough for functions which the Village Panchayat cannot perform and yet small enough to attract the interests and service of the residents".⁴ In practice, however, the development schemes mainly relating to agriculture, education and health were generally implemented by the Block administration in an isolated manner without a plan perspective and with insufficient awareness of the overall plan policies. There had been lags in coordination among the various echelons and the inefficiency of the development block in performing planning functions manifested rather early. It was thought that while the implementation of the programmes

4. India, Government of - Committee on Plan Projects - Report of the Team for the Study of Community Development Projects and National Extension Service (1957), Vol.I, page 9. However, the Committee on Democratic Decentralisation (1962) appointed by the Government of Maharashtra favoured the district in this respect.

could be carried out at block and village levels, the formulation of local plans could be more advantageously done at the district level for the following reasons:

- i) Provision of more advanced services and facilities could be done at the district level;
- ii) The district has the necessary competence and specialists in drawing up the local plans;
- iii) The district ensures a more effective communication between the State Departments and local levels being the higher administrative unit than the block and being few in number; and
- iv) The formulation of plans at district level would make it easier to provide the necessary integration of towns and villages since location-wise the district headquarter generally constitutes the functional centre for the surrounding areas. It is significant to note in this connection that the earlier community development projects did have an approach centring on the nucleus idea.

The relationships between the hierarchy of Panchayati Raj institutions has not been uniform in the country. Such relationships had an important bearing on the role of these levels as units of area planning. In the beginning, the Panchayati Raj institutions in many States like Uttar Pradesh and Maharashtra were required to prepare development plans whose integration was sought to be done at the State level. But this did not happen because of many difficulties in co-ordination. Even in Maharashtra, where Zilla Parishads have come to constitute a distinct level of government bringing under their canopy all the developments at the district level, there were difficulties. For one thing, the planning

done at the Zilla Parishad level has been a compartmentalised approach, as they did not include the urban areas in such planning. No wonder then that with the weakening of the Panchayati Raj institutions, their role as planning agencies gradually tapered off.

We may summarise the main causes which contributed to this state of affairs as follows:

- i) The State development departments started growing their vertical hierarchies and by-passed the block and district administration.
- ii) Severe resource constraints operated in financing development programmes at lower levels, particularly after the transfer of Community Development from Central to State Sector in 1968.
- iii) Procedural delays and lapses were observed, particularly in financial matters which created confusion with respect to the status of development schemes.
- iv) Multiplicity of agencies, organisational and role conflicts and corrupt practices contributed most in diminishing the efficiency and prestige of the block.⁵
- v) The much desired popular support and participation did not come about due to the general impression that the Community Development Programme helped the more affluent. Functionalism and Group blocks crushed the extremists' dream of partyless democracy at these levels.

5. For a systematic discussion on these aspects, see Dubey S.N.: Organisational analysis of Panchayati Raj institutions in India - Indian Journal of Public Administration, April - June, 1972.

- vi) The Panchayati Raj institutions gradually lost the higher political support and attention which resulted in unabated irregularities in the elections and functioning of the representative institutions.

In a system in which there are many loci for collective decision-making and a dispersal of discretionary control over resources, a strategy of harmonised planning for development of an area involves resolution of goal conflicts in the face of various inter-actions between political and economic processes. It is this situation obtaining below the State level that makes planning at the area level a challenging task. It would thus appear that in spite of the creation of the formal ground organisations for democratic decentralisation, planning has remained mostly confined to Central and State levels and thus political decentralisation has not automatically led to the decentralisation of the planning and decision-making machinery.

Notwithstanding this situation, we have a few examples like the Wardha District plan which was jointly attempted by the Zilla Parishad, government agencies and the Institute of Regional Development Planning. The resurgence of interest in District planning since the Fourth Five Year Plan and the problems faced in this context are discussed separately in a subsequent chapter.

Chapter III

THE AREA APPROACH TO RURAL AND URBAN PLANNING

From the discussions in the previous chapter, it is apparent that planning in India has followed a dichotomous approach - for rural areas and urban areas separately. A unified approach in planning is still a far cry. However, both rural and urban planning, functioning in mutual isolation, have ultimately come in favour of an area approach to planning. This trend has come about only after considerable experimentation - of trial and error - with different approaches. In this chapter, we may review the various steps through which rural and urban planning have progressed towards the "area approach".

Rural Planning:

From the very inception of our national Five Year Plans, we have tried different approaches to rural development; yet the fact remains that we have not, as yet, been able to make a successful break-through, into this problem. To begin with, we started with the idea of community development, with its welfare aims and social and economic change through self-help and self-reliance techniques. In this approach, Community Development came to be conceived as the method and its counter-part the National Extension Service the executive agency through which it was sought to extend

supplies, services, finances and technical know-how to the very door of the farmer. The basic idea which influenced the thinking of planners at this stage was the so-called "multipurpose approach", based on the principle of all-sided development. Such all-sided development, however, can become a reality only if (a) there is no resource constraint; (b) all wants are equally urgent and choice of ends is impossible and (c) if there is some kind of logic in the rural situation which makes attainment of a single end impossible without the simultaneous attainment of all others.⁶ None of the above promises, however, held good in our context. In an under-developed economy struggling with its serious resource constraints, the multipurpose approach with its multi-sectoral components directed at a wide spectrum of the rural population could not make much headway. There was necessity to give a sense of direction to our approach to rural development. This led to the devising of a more "limited purpose" approach with its concentration on the more demanding aspect of economic development, viz., the increase in agricultural production. Thus the multipurpose approach yielded place to a limited purpose approach or what may be called the "target sector approach". In this approach, the rural development objective came to be subordinated to the objective of

6. S.H. Deshpande: All-sided approach to rural development - How valid is it? Economic and Political Weekly, April 20, 1968.

increasing agricultural output.

To increase the efficiency of the "target sector approach", attention came to be shifted to a "minimum package approach" on a selected area basis. Soon it was found that this target sector and selective area approach only tended to benefit relatively few direct beneficiaries, particularly belonging to the richer classes of the rural community. Social and economic stratification in our rural community appeared to preclude widespread application of the above approach. Considerations of social equity demanded that this approach should be suitably supplemented and complemented by other approaches to take care of those classes of people who happened to be by-passed during the development process.

At this stage, the concept of rural development came to be redefined. Rural development was conceived as an approach designed to improve the economic and social life of a specific group of people - the rural poor. This may be called the "target group" approach and involves extending the benefits of development to the poorest among those who seek livelihood in the rural areas. This target group includes small scale and marginal farmers, tenants and the landless. Attention to these groups led to the formulation of some special programmes such as Small Farmers Development Agency, Marginal Farmers and Agricultural Labour Schemes, crash programmes for rural employment and tribal development. Beside

a National Programme of Minimum Needs was also initiated. This is also an essentially rural oriented programme designed to introduce a kind of social equity in our planning framework. Under this programme, several measures are being taken to reduce marked deficiencies of social consumption in rural areas by extending facilities for elementary education, rural health, water supply, nutrition, rural roads and electrification. This programme is designed to enable the backward areas and sections of the population to achieve parity in the matter of the basic items of social consumption and to participate effectively in the process of development.

The most important feature of these special programmes however, is that they generally do not by themselves constitute a basis for self-sustaining increases in productivity and income. Rather, they are complementary to or components of programmes with this objective. The experience in running these programmes has revealed that they have not been sufficiently integrated with other programmes at the appropriate spatial levels. Without careful integration into an overall progressive developmental framework and strategy and without complementary public policies, they have remained ad hoc measures without contributing to sustained growth in income for the rural poor. The most important conclusion emerging from this experience is that programmes of this nature need to be part of a larger development strategy. They have to be

operated in conjunction with other programmes and activities, if their potential is to be developed fully.

A parallel and at the same time, a significant development that has taken place during the Fifth Plan period is the adoption of an "Area Approach" with respect to the planning of some special problem areas. This is borne out of the realisation that rural poverty and rural problems have their areal dimensions which cannot be ignored in planning. Thus, an important strategy that has been devised during the Fifth Plan is the preparation of sub-plans for tribal areas, hill areas and drought prone areas. The sub-plan approach has meant the adoption of a total approach to the problems of the area and the formulation of programmes with reference to the uniqueness of the area and the community. It has meant the articulation of a definite strategy involving deep thrust in one or two major spheres instead of scattering development over a wide spectrum. The area approach has also provided opportunities to introduce necessary changes of an administrative and institutional nature meant to achieve better integration of plan programmes. This is a distinct improvement in our rural planning concept. Nevertheless, the full potential of area development planning has not yet been realised.

City or Town Level Urban Area Planning:

It is proposed to make only a brief reference here to area/regional planning efforts in the country with city or

town as nucleus. It should be mentioned in this context that urban planning in our country provided a major impetus to regional planning. Prior to Independence, the urban development problems were mainly looked after by the Improvement Trusts which were established in major cities with the limited objective of relieving traffic congestion or improving sanitation. They also undertook some limited housing activities. Such trusts were not, however, designed to prepare comprehensive plan for the entire urban area. The urban problems in the country acquired urgency since Independence particularly in bigger cities owing to a number of factors, including rural migration and industrialisation. It was realised that urban planning should not merely confine itself to the city limits, but must comprise the entire area of city influence. In this way, rural - urban migration could be effectively controlled, rural - urban disparities in the provision of amenities and services could be bridged and integrated rural - urban development could be ensured. The preparation of a regional master plan for Delhi undertaken in 1957 was the first exercise carried out on this basis. Subsequently other metropolitan cities like Calcutta and Bombay also undertook comprehensive planning on these lines. The Basic development plan for Calcutta goes beyond the geographical limits of the city and projects Calcutta as a growth pole in the Eastern Region. Similarly, the plan for Bombay-Poona Panvel region has a regional perspective. More recently the Delhi planners have

prepared a National capital regional plan encompassing vast areas in the adjacent States of U.P., Haryana and Rajasthan. There is hardly any doubt that the rural areas coming within the urban focus should also be planned together in an integrated manner. If, however, such a plan is to be effectively translated into action, then the whole planning area must come under a single politico-administrative framework. This does not happen in many cases with the result that the plan suffers during implementation. Inter-governmental coordination is the most crucial problem in regard to the implementation of metropolitan development plans. Delhi and Calcutta for instance, are struggling with such problems. Of late, development authorities have been constituted in some metropolitan cities to tackle specific problems.

Thus our analysis of urban planning trends in India shows that although the area approach to urban planning has been rigorously advocated, the full potentials of this approach have not been realised because of absence of an appropriate institutional framework.

A rational Policy for Development:

Lastly, let us pose the question: what should be the rational policy for the development of rural and urban areas? Or, how are we to realise the full potentials of the area approach to planning in the context of rural-urban development? A leading view-point that is influencing development

all the world over today is that we cannot rigidly separate an economy into urban and rural departments. By doing so, we have accentuated the problems involved in planning for economically underdeveloped areas and hindered the formulation of effective development strategies and programmes. The rural urban distinction has resulted in a gross over-simplification of the structure of the labour market by creating an equally artificial dualism between the modern and the traditional sectors. It has tended to perpetuate the distinction between the urban-industrial elite and the rural poor. The evils inherent in this dichotomised approach can be eliminated only if rural areas are viewed as part of a more comprehensive system of human settlements ranging from the tiny village through the market centre right up to the national metropolis. In this recognition of rural-urban continuum lies the solution to the problems of rural-urban migration and rural exodus and agricultural and industrial development.

The rural-urban relationship committee has made the following significant observations:

"For integrated and balanced rural-cum-urban development and effective utilisation of the resources within the local areas, regional planning is essential. The Committee found overwhelming support for the view that the development of the district has to be a coordinated regional development in which both the rural and urban local bodies approach the

problems from a common perspective and that it should be possible to prepare comprehensive and integrated development plans reflecting the potentialities and requirements of the rural and urban areas".⁷ Taking into account the varying degree of problems of rural-urban relationship created by different stages of urbanisation, the Committee has recommended that:

i) in districts where urban population is substantial, the task of planning and development should be entrusted to a statutory overall planning and development authority for the entire district.

ii) in districts which do not have a substantial urban population, the responsibility of planning and development may be entrusted to the Zilla Parishad.

7. Government of India (Ministry of Health): Report of the Rural-Urban Relationship Committee, Vol.I, June 1966; pp.41.

Chapter IV

INTERSTATE AREA DEVELOPMENT PLANS

River Basin Development:

The river basin development provides an important category of planning based on area approach which in many cases has necessitated an interstate involvement. Irrigation has received high priority from the First Five Year Plan. A large number of major and medium irrigation schemes were taken up in the first two plans. In the Third and Fourth Five Year Plans, special attention was given to complete the projects started earlier and a few more new schemes were taken up. Some of the important projects are Bhakra Nangal, Beas Dam and Sutlet-Beas Link, Gandak, Chambal, Rajasthan Canal, Balimela Dam, Hirakud, Kosi, Kovna, Nagarjunasagar, Ramganga, Tawa, Ukai, Srisaillam, Rihand and Farraka Barrage. A river basin or a sub-basin in case of big rivers, constitutes a natural area unit for the planning of such projects. The need for a coordinated approach in river basin planning was felt quite early and a River Board Act was passed in 1956 to set up river boards for advising the State Governments in this respect. These boards, however, could not be set up owing to financial considerations on the one hand and interstate disputes on the other. Subsequently, the Central Water and Power Commission was set up to speed up investigations and technical scrutiny of projects, to draw up priorities and

to give a sense of direction to the national policy on the utilisation of water resources. The need for a comprehensive strategy of water resource development has been recommended by the Irrigation Commission with due emphasis on integrated development of "irrigation, drainage, navigation, flood control, hydro-electric power generation, water supply for industrial and domestic use, land reclamation, control of water pollution from human, animal and industrial wastes, pisciculture, recreation and control of ground water levels".⁸ The preparation of the river basin plans on the above lines is, however, yet to be taken up systematically.

From the view-point of area planning, the inter-State projects like Damodar Valley, Bhakra Nangal, Beas, Sutlej-Beas, Gandak, Chambal, Rajasthan Canal and Balimela Dam could be considered important since they called for inter-State cooperation and planning effort. The Damodar Valley Corporation which was set up by a special statute as early as 1948 was the first major project requiring inter-State cooperation. It had a comprehensive coverage for unified development of the Damodar Valley with respect to flood control, irrigation, water supply, drainage, power generation, transmission and distribution, navigation, afforestation and control of soil erosion and promotion of public health and agriculture, industrial, economic and general well-being in the valley.

8. Report of the Irrigation Commission, 1972, Vol. I, p.85.

The DVC was conceived along the Tennessee Valley Authority of the USA but while the latter is a federal agency, the former is the result of inter-State and Centre-State cooperation. However, the working of the DVC has not been a very successful experience except in the case of electricity supply due to inter-State conflicts particularly in the sphere of river resource development.⁹ Thus, it was the inter-State rivalry and inter-governmental conflict that ultimately led to the degeneration of DVC from a multipurpose resource development corporation to a single-purpose developer of power. Analysts have not been wanting to blame the institutional mechanism for this failure. One of the studies has laid the blame squarely on the central dominance and control, the Corporation's autonomy and the dissatisfaction of the two participating States with the arrangement as the primary causes of failure. It is stated that "the idea for a public cooperation as well as the stimulus needed to secure inter-State cooperation originated with Central government personnel and not with provincial leaders. Many other inter-State projects in our country have also got delayed and suffered on account of inter-State difficulties. Apparently the institutional mechanism is very important. It looks that we have not yet achieved a satisfactory institutionalisation of inter-

9. See Bhall Devnath - Damodar Valley Corporation (A Study of the Transplantation of Foreign Administrative Institutions into India), Ph.D. Dissertation, DEN, HAGG, 1969.

governmental processes. The Irrigation Commission has observed that "carefully prepared and comprehensive plans, based on adequate data and studies, will minimise inter-State conflicts on the use of water and make it possible to indicate priorities between projects".¹⁰

Since the Fourth Five Year Plan, special attention is being given to Ayacut development. Based on the experience of major projects like Tungabhadra and Nagarjunsagar which were started much earlier, it was felt that along with the need for utilisation of irrigation potential, it would be necessary to develop Ayacut in various other respects. An Area Development Programme for this purpose was included in the Central sector for which an outlay of Rs.25 crores was made in the Fourth Plan for ten selected areas. Other facilities developed in such areas include those of roads, markets and storage. The plans of States are otherwise also supposed to provide for land shaping, research, demonstrations and farmers' training, supply of inputs and draught power, credit, etc.

Resource Regional Planning:

Another aspect of inter-State area development planning consists of regionalisation on the basis of resource potential which could be harnessed to advantage in the

10. Report of the Irrigation Commission, 1972; p.89.

framework of a Plan. The first major attempt at inter-State resource development was envisaged through the Damodar Valley Corporation about which a mention was made in the previous para. The Corporation's achievements in the development of resources other than power, however, had not been appreciable. Actually, the operations of the Corporation were conducted in an ad hoc manner without reference to a perspective plan of resource development.

Another experiment of inter-State cooperation in resource development has been the Dandakaranya Project. This common region between the States of Madhya Pradesh and Orissa was sought to be developed with the twin objective of rehabilitating the displaced persons from East Pakistan and for improving the tribal economy of the area. The Dandakaranya Development Authority was established in 1958. A number of schemes, particularly in the sphere of agriculture, were implemented in the area, but not as a part of an integrated plan. The need for a master plan for the rational development of the area was felt almost from the beginning in view of the rich resource endowments of the region. However, it was only in June, 1972 that a Task Force was appointed by the Planning Commission for preparing a five-year and perspective plan for the region. Under the auspices of the Task Force, the Town and Country Planning Organisation has prepared a perspective plan for this region. The plan is

advisory in nature and will be used by the state governments in the preparation of their five year and annual plans.

Since the Third Five Year Plan, the idea for a Regional Plan for a very large resource region of the country known as the South-East Resource Region, which includes also the areas of Dandakaranya and Damodar Valley, has been under consideration. A Joint Planning Board was set up by the Planning Commission comprising of the representatives of the concerned Central Ministries and the concerned State Governments to draw up a perspective plan for the region. The Town and Country Planning Organisation is functioning as the technical secretariat for the preparation of this regional plan. This larger region includes parts of contiguous areas in the five States of Uttar Pradesh, Bihar, Madhya Pradesh, Orissa and West Bengal. The Plan for the region which has been prepared by the Town and Country Planning Organisation envisages development of natural and human potential of the area with particular emphasis on the problems of the tribals. The plan outlines sectoral strategies, spatial strategies and administrative strategies to achieve a desired order of resource development in the region. The main emphasis of the spatial strategy consists of identification of a hierarchy of growth foci, e.g., service centres, market centres, growth centres - and the development and integration of the corresponding activities through infrastructure,

product and factor endowments.

The plan preparation followed an informal "partnership approach" in which officials from various participating States and other agencies of government deliberated in a number of sectoral committees and formulated the broad sectoral policies and programmes. On the basis of these sectoral reports, a tentative plan has been formulated. This plan is yet to be finalised and approved by the Joint Planning Board.

Problem Areas Planning:

The need for inter-State cooperation has also arisen in some instances of development of backward and problem areas. Three examples of such areas are: (i) The Bundelkhand Region; (ii) The Western Ghats Region and (iii) The North Eastern Region.

The Bundelkhand Region comprises of the five districts of Uttar Pradesh, viz., Jhansi, Lalitpur, Jalaun, Hamirpur and Banda and six districts of Madhya Pradesh viz., Datia, Tikamgarh, Chhattarpur, Panna, Sagar and Damoh. The entire area is extremely backward, the main problems being shortage of drinking water, poor irrigation facilities, wasteful agriculture, lack of roads and communication facilities and negligible industrial activities. For evolving a development strategy for this region, a Joint Coordination Committee

of the officers of the two States and Planning Commission was constituted in 1972. The Committee appointed two Working Groups to look into the problems of cropping pattern, soil conservation and animal husbandry and irrigation potential. These Working Groups have since submitted their reports and action has been initiated on their recommendations. A number of inter-State irrigation projects have been cleared and are in the process of consideration. Although no comprehensive plan of development for the area has as yet been prepared, suitable development schemes with necessary support from the schemes in other sectors are being formulated and included in the respective plans of the Governments of Madhya Pradesh and Uttar Pradesh.

The development of a long stretch of area known as the Western Ghats region cuts across the States of Karnataka, Kerala, Maharashtra, Tamil Nadu and Goa, Daman and Diu. A High Level Committee under the Chairmanship of the Chief Minister of Maharashtra was appointed in October, 1973 with the Chief Ministers of the other participating units, the Union Minister for Heavy Industries, a Member of the Planning Commission as members. The Committee has defined the scope of the regional development effort which accords high priority to development schemes resulting in the economic well being of the local population. In the light of this objective, the Plan programmes are concentrating on plantations, horticulture, afforestation, animal husbandry and tourism.

The detailed schemes have been prepared by the participating States which are being given special Central assistance for implementing the programme. Special Central assistance of Rs.2 crores was provided in 1974-75 and 1975-76 each year. The High Level Committee have provided the priorities and framework in which the schemes are being formulated. The Committee also reviews the progress of implementation of the programmes.

Another experiment in inter-State cooperative endeavour is that of the development of the States in the North Eastern Region of the country. Most of the States in this region are not economically viable. They are unable to provide adequate resources on their own for the development schemes and also do not have the necessary administrative and technical competence at their disposal. For securing the balanced development of the North-Eastern area, the North Eastern Council was set up under an Act of Parliament in 1971 as an advisory body to assist the constituent units in matters of common interest in the field of economic and social planning, inter-State problem relating to transport and communications and any matter relating to power or flood control projects of common interest. The main functions of the Council are to formulate a unified and coordinated regional plan for that area, (in addition to the State Plan) in regard to matters of common importance, and advise on priorities of the

projects and schemes included in the plan, determine their phasing for implementation and decide their location. Thus, while each mini-State in this area is formulating its own development programme, the Planning Commission is seeking to bring about necessary plan harmonisation through the NEC plan which provides much of the regional cementation. In the draft Fifth Five Year Plan special central assistance of Rs.100 crores has been tentatively provided to constitute the outlay for the regional plan of the Council. The regional plan broadly covers the schemes relating to power, transport and communications, agriculture and allied programmes, marketing and training facilities, regional surveys and institutions. During 1974-75 and 1975-76, special central assistance of Rs.10 crores each was provided.

Chapter V

CURRENT PROGRAMMES OF AREA DEVELOPMENT

The beginnings of an area approach to development may be traced to the community development block programme, advocated since the commencement of the planning era in the country, which contained the elements of the concept of comprehensive development of the area covered by the Block. Under this programme, the country was divided into development blocks, each consisting of about 100 villages. Each block was allocated extension specialists in agriculture, animal husbandry, social education, etc. Each village or small group of villages was assisted by a Village Level worker. Supplementary to these were the health services, family planning, small scale and cottage industries, marketing and other related programmes. The block headquarters, located in rural surroundings were designed to function as nodes through which an all-embracing and spatially dispersed rural development programme could be carried out. The community development programme, however, did not come up to expectations, even though the principles underlying it were basically sound. The reasons for this failure have been set out elsewhere in this report and we may not go into them again.

Flowing from the community development programme, the Intensive Agricultural Development Programme (IADP) and its

extended form, viz., the Intensive Agricultural Area Programme (IAAP) were adopted on the lines of 'area specific' programmes for spreading agricultural change, through the new 'seed-fertilizer technology'. Although this new programme led to increased agricultural production in the selected districts, the benefits of agricultural development went more to the relatively large farmers than to the small and landless farmers, thus increasing the disparities in inter-personal and inter-regional incomes in rural areas.

In the IADP and IAAP programmes, the idea was to approach area development through development of a lead sector viz., agriculture in this case. In the industrial sector too, a similar approach has been tried through implementation of three schemes. One is to locate large scale public sector industrial plants in resource-rich but industrially backward regions, examples of which are the location of steel plants at Rourkela and Bhilai and of other industrial plants at places like Ranchi, Bhopal, Neyveli etc. which did not formerly have any industries. The second is a scheme intended to discourage further industrial concentration in large industrial centres like Bombay, Calcutta and Madras, through a licensing policy and the third is the programme for industrial estates.

Among the new industrial centres that have emerged in India, many are still uni-functional and have not realised

their full 'activity-interaction' potential, leading to spread effects of growth and integrated area development. So far as the industrial licensing policy is concerned, industrial licenses were, till recently, going to larger towns only. Some favourable trends are becoming visible in recent years. Still industrialisation of backward areas is negligible. The Industrial Estate programme was also not an unqualified success, as sufficient attention was not paid to certain factors like suitable location, provision of necessary raw-materials and other inputs and marketing facilities and generally integrated planning of the entire area.

Another development programme which was based on an area approach and which has been tried since the Third Five Year Plan is the tribal development programme. During the Third Five Year Plan period, tribal development blocks were identified in areas in which the tribal population accounted for two-thirds or more of the total and efforts were made to draw-up systematic plans of development for such areas. The experience gained during the working of this programme clearly indicated that in a number of cases, the operational areas chosen for tribal development programmes did not represent viable communities. For the economic provision of many services, a larger catchment area was needed and the programmes had to be conceived on a wider area basis. Since the Fifth Five Year Plan period, this fragmented sectoral approach

has yielded place to a more comprehensive area approach. This is discussed in this report in an appropriate context.

Any sectoral approach to area development, besides making a deep thrust in the selected area of activity must build complementarities and ensure synchronous development of allied sectors of activities. In this way, the particular 'area specific' sectoral programme is conceived as an integral part of a comprehensive regional/area development programme. But the whole sequence of changes, necessary for this transformation has to be brought about through careful, meticulous planning in which efficient sequences, linkages and timing as well as 'network planning' are the crucial elements.

Since the Fourth Five Year Plan, a large number of 'area specific' sectoral programmes are functioning in the country. They are listed below:

- i) The Drought-Prone Areas Programme.
- ii) The Command Area Development Programme.
- iii) The Small Farmers Development Agency/Marginal Farmers and Agricultural Labour.
- iv) The Crash Scheme for Rural Employment and Pilot Intensive Rural Employment Projects.
- v) The Tribal Development Agency Projects.
- vi) The Hill Area Development Programme.
- vii) The programmes of Industrial Decentralisation:
 - a) Industrial Estates Programme
 - b) Rural Industrial Projects
 - c) Intensive Schemes for promoting industries in the backward areas.
- viii) The pilot projects on Growth Centres for rural development.

- ix) The National Programme of Minimum Needs.
- x) The Scheme of Rural Electrification Corporation.

While the above programmes are, no doubt, area based, their basic objective and emphasis is on a particular sectoral activity and on securing the necessary complementarities for that activity in the total package designed for the programme. The idea is to secure comprehensive development. Since each of these programmes operate within a definite time-frame and a specific financial outlay, they have so far generally failed to grow out of these limitations and comprehensive planning has not emerged. Thus, the SFDA, as its very name signifies applies itself entirely to the development of a particular section of the rural community located in a particular area. It is, in effect, a programme of family based planning for the weaker sections in a given area. The Drought Prone Area Programme is limited to problem-solving with reference to the geo-climatic conditions of a specific region, although it shares with other area programmes the general concern for the weaker sections of the community.

Most of the area based programmes are highly sectoralised with their own vertical chains of command. Some of them are central sector programmes. During the course of their working, they have acquired certain distinct characteristics. Initially a programme may be launched with or without creating an independent organisation. However, as the

programme grows, its distinctive characteristics are emphasised by its promoters. The nucleus organisation begins to grow and gives the programme a more definitive and distinctive character. The process becomes cumulative and a distinct organisation is created. Thus multiplicity of organisations is a direct consequence of these programmes. This plural organisational structure and the diverse organisational goals of the different institutions engaged in accomplishing different tasks in the same area have already led to serious problems in coordination and integration. These are discussed in greater detail in the subsequent sections of this chapter.

Thus the area-specific sectoral programme approach has not been a total success and has posed many problems which are receiving the attention of the concerned departments. Even where a broader and more comprehensive frame was envisaged, it was not clearly articulated. To overcome these problems, a new approach is being experimented since the commencement of the Fifth Plan, which is essentially a search for answers to some of these riddles. This is the "sub-plan approach" which is being tried for hill and tribal development. The twin characteristics of this approach are (i) it views the problem of the area in its totality in contrast to the sectoral approach (ii) it also views the entire process of development from the people's end and test the validity of any programme and utility of any organisation from "their angle".

The sub-plan approach must be regarded as a breakthrough in our efforts in regional/area development planning. It seeks to ensure a certain order of investment effort for the area from the State plan funds. To this, a certain amount of special central assistance is provided as an additive. The funding from the two sources are merged together and for this total investment, an integrated plan is formulated. By treating the special central assistance for the sub-plan areas as a part of the State Plan, the possibility of special executing authorities being created for husbanding the special funds is obviated. Thus, the sub-plan concept envisages that all activities of government and semi-government organisations, financing and credit institutions and special sectoral programmes may be fully integrated which should present a total picture of the development of the region. In the sub-plan formulation, the development of the people is the central point of attention, and therefore, the inter-sectoral and intra-sectoral priorities are sought to be worked out keeping in view the economic condition of the people. The most crucial issue in the present approach is the harmonisation at the area level and bringing into one focus the efforts of numerous organisations and schemes and evolving an adequate frame - legal, procedural and institutional - which may help in achieving the basic objective within a reasonable time. This obviously demands a higher degree of coordination, imagination discretion and flexibility.

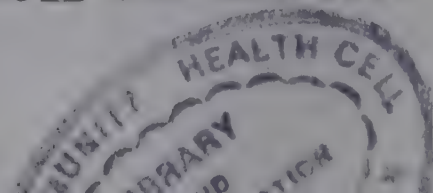
in planning as well as some innovation in organisation and management. Both the Hill and Tribal Sub-Plans are making experiments in this direction.

In the following sections of this chapter, we have discussed the broad characteristics of the area specific sectoral programmes and the more comprehensive area planning experiments that have been initiated in the country. We may now analyse in greater depth and detail these individual area specific programmes and area plans.

THE DROUGHT-PRONE AREA PROGRAMME

The development of the drought-prone areas in the country has been a matter of concern to planners for quite some time. Such areas account for 19 per cent of the geographical area and 12 per cent of the population of the country. These areas which are spread over large parts of the country, have, in the past, been a major source of regional imbalance and instability in the national economy. Up to the middle of the Fourth Five Year Plan, considerable expenditure, exceeding Rs.700 crores had been incurred on relief works in such areas. These works, being in the nature of ad hoc measures, did not however, result in permanent improvements in these areas.

The Drought-Prone Areas Programme, formerly known as the Rural Works Programme was initiated in 1970-71 as a non-plan Central Sector Scheme. An outlay of Rs.100 crores was allocated for the four year period 1970-71 and 1973-74. At present, the DPAP is being implemented in 56 full districts and 18 part districts in contiguous areas. The DPAP was initially concerned with labour-intensive, production-oriented works in the sectors of minor/medium irrigation, soil conservation, afforestation, roads and drinking water supply. Subsequent review of the programme suggested that it would be desirable to extend the scope of the programme to cover other sectors also, such as animal husbandry, soil and moisture



conservation and afforestation, development of small and marginal farmers and agricultural labour, etc. Since the Fifth Plan, this modification has been effected.

As modified during the Fifth Plan period, the drought prone area programme aims at restoration of ecological balance and stable growth in these areas through optimal utilisation of land, water and human resources. Some of the important elements of this strategy as identified by the Task Force on Integrated Rural Development are

- i) Development and management of irrigation resources.
- ii) Soil and moisture conservation and afforestation.
- iii) Restructuring of cropping pattern and pasture development.
- iv) Changes in agronomic practices.
- v) Livestock development.
- vi) Provision of drinking water supply.
- vii) Development of rural communications.
- viii) Development of small-marginal farmers and agricultural labour.

It may be noted that the above elements cover all the essential sectors of activity in the rural areas. In this sense, what is aimed at in the Drought Prone Area Programme is comprehensive rural planning encompassing all sectors of activity.

For drawing up the detailed development plan, it has been advised to proceed on the basis of individual watersheds. The guidelines issued by the Ministry of Agriculture

states:

"The advantage of watershed being the operational area cannot be minimised. Irrespective of the fact whether minor irrigation, dry land farming, live-stock development or any other activity, is being taken up, a watershed, will remain as most suitable work unit. It would, therefore, be essential that while preparing specific programmes of action, maps are prepared showing the watersheds in the districts which are being taken up for development. These watersheds may range from a small acreage to even 10,000 acres or more. For large watersheds there need not be any problem so long as they are all identified and built up in a long-term strategy. For the smaller watersheds, a number of them could be combined as an operational facility. In the Fifth Plan, only those watersheds should be taken up which maximise results as the entire programme will be in the nature of a first trial in the efforts of development of drought prone areas".

It has been emphasised that the drawing up of the plan should be preceded by a proper survey and proper resource inventory of the district and the development plan should embody concrete programmes and projects which should be quantified. In order to facilitate periodical evaluation, a bench mark survey of the existing situation in relation to crop production and livestock has been advocated.

More than any other area specific sectoral programme, the DPAP lays considerable emphasis on the total approach to development with district as the unit for the purpose of project formulation. Even where the area under the drought areas programme is only a portion of the district, the resource endowment situation has to be assessed for the entire district and the level of its exploitation between the areas

under the programme and outside the programme should be clearly presented. Only then can the planning strategy for the area would gain in depth and details and appropriate linkages could be established. Establishing appropriate linkages (e.g., linking dairy development with pasture and grassland management in the forest areas, linking primary activities to marketing and allied activities, etc.) would mean dovetailing of all investments from various sources (including those for other national/State programmes operating in the DPAP District) and planning for this total investment in an integrated manner. For planning in this manner, there are, of course, certain constraints, viz., the rigidities in the individual plan programmes, which do not permit mixing of funds and adjustments between different programmes. Such constraints are inherent in all area planning programmes and have to be surmounted in the best manner possible. In such circumstances, if total integration is not possible, at least complementarities should be ensured.

By their very nature, the plans for the Drought Prone Area districts must be based on a long-term strategy, taking into account the problems and potentials of the districts. The programme therefore emphasises on drawing up a long-term perspective plan for the district with an element of flexibility built into it, which would permit certain inevitable distortions in the plan in the event of occurrence of

scarcity conditions which are part of the economic life of these areas. The programme also rightly emphasises that the schemes proposed under the DPAP must be conceived as additive to the plan and non-plan schemes proposed in the district and that the integration with other relevant programmes must be secured with great care. An important aspect of plan formulation in the DPAP districts is the building up of a 'shelf of schemes' - i.e., a set of considered schemes with defined inter se priority - which can be taken up for implementation, if scarcity conditions develop while the programme is on. Thus, the plan for a DPAP district does not favour a "unitary approach" with its accent on a single invincible scheme. It is essentially conceived as an "adaptive plan", wherein alternatives are presented taking note of the unpredictable elements.

Thus the DPAP is admirably grand in conception, as it emphasises on a truly comprehensive area development planning approach with totality, long-term strategy and flexibility as its essential components. Excepting for the title of the programme which connotes its sectoral character, it otherwise represents a total comprehensive area development programme.

The organisational set up for Drought Prone Area Programme has been left to the State Governments. Eight States have either established separate agencies registered under the Societies Registration Act or are in the process of

establishing these agencies. Maharashtra has opted for a different form. A District Planning Board is established for such district which will be responsible for implementation of the Drought Prone Area Programme under a separate Project Director. The Karnataka Government has established an authority for the districts by a resolution of the State Government, with Divisional Commissioner as the Chairman. Tamil Nadu has taken a decision to set up district development corporation for one of the two districts under the programme. A Project Director and three supporting officers have been provided to coordinate the programme through the normal district hierarchy.

An Appraisal:

Comprehensive area planning through a programme like the Drought Prone Area Programme is a complex and difficult process. The major steps in this planning process are:

- i) Making a resource inventory of the District for the identification of problems and potentials of the area.
- ii) Identification of the particular development sectors and sub-sectors in relation to the programme and the area.
- iii) Data collection and analysis of level of development in the case of each sector.
- iv) Programme formulation including project appraisal.
- v) Priority setting among sectors and financial allocation to programmes.

- vi) Phasing of priorities (both physical and financial phasing).
- vii) Establishment of sectoral linkages and complementarities including integration with other plan and non-plan schemes proposed in the district.
- viii) Spatial integration of schemes.

This process is illustrated in Fig.1.

The drought-prone area programme has been in operation during the last five years only. The experience during this period has thrown considerable light on the problems of area planning and coordination. We may take note of the major shortcomings and problems observed during this short period.

1. One of the important points of emphasis of the programme was on the presentation of a total framework of various plans in execution in the district in agriculture and allied sectors of the district economy and the working out of the additionality of the programme based on a proper understanding of the above. However, examination of some project reports reveals poor understanding of the existing programmes in the district. As a result complementarity with on-going or proposed State and other plans has not yet been achieved. Thus, the project proposals suffer from the constraint of lopsided approach of development, as pooling of investible funds and plan of action has not been done.

2. The programme was to have a slant on the development of the small and marginal farmers and agricultural labourers

so that adequate benefits could accrue to them. An examination of some project reports reveals that instead of the programme being oriented to the beneficiaries, the beneficiaries happen to be incidental to the programme.

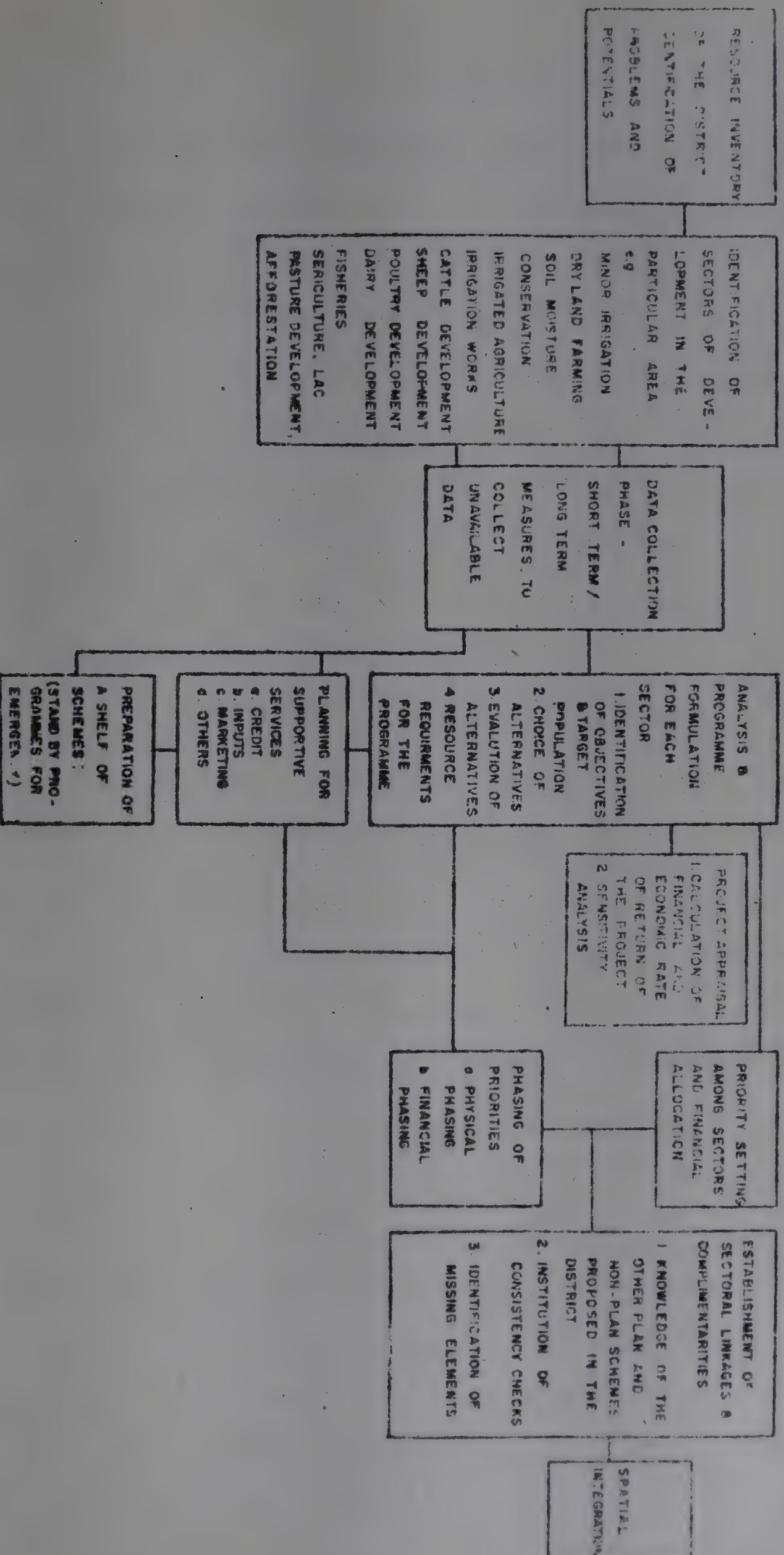
3. An element of plan flexibility was suggested to be built in the plan by providing for a "shelf of schemes", which were meant as stand-by schemes to be taken up for implementation during emergency. In a number of project reports, it appears that no attempt has been made to formulate such shelf of schemes.

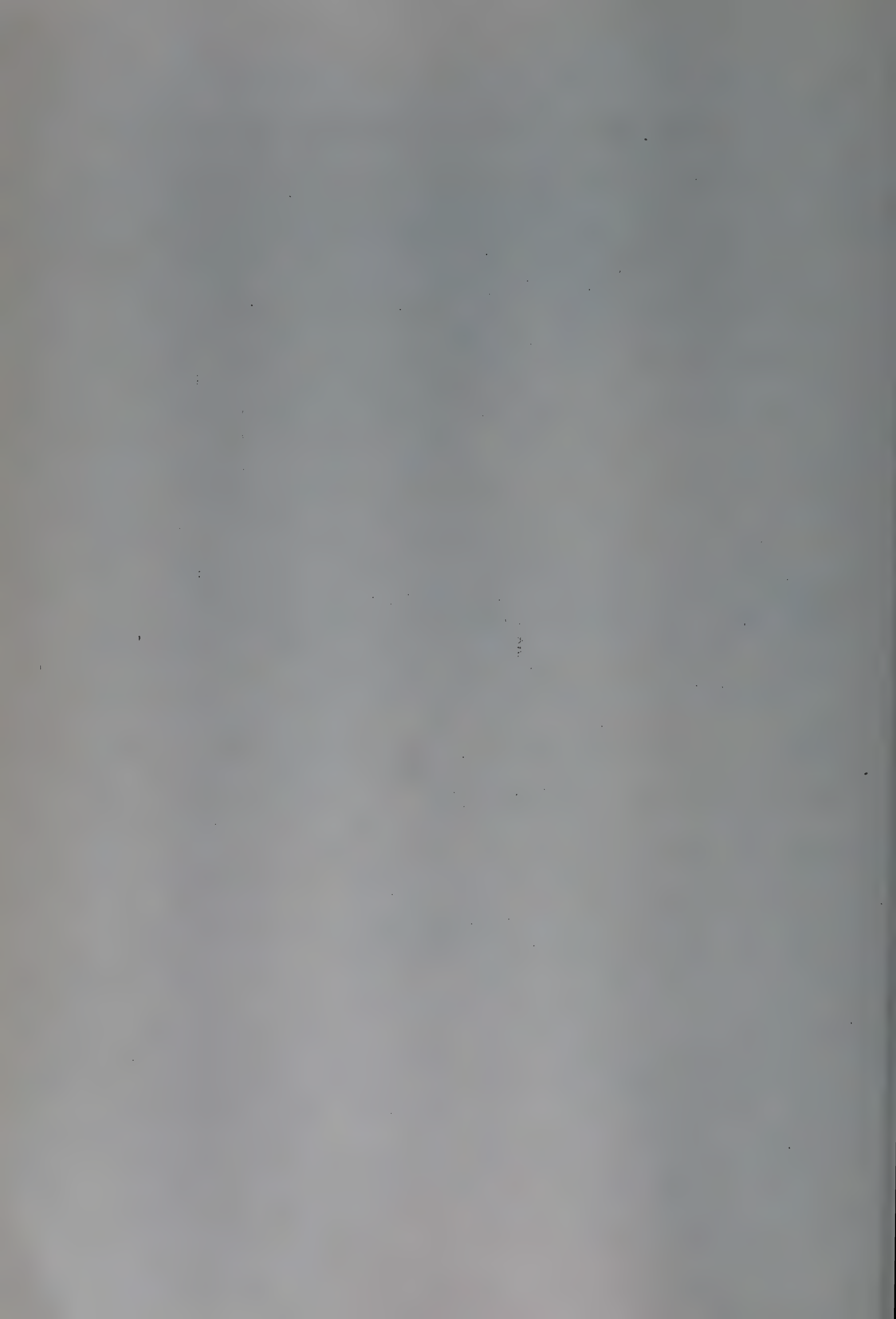
4. The implementation of the programme in some areas has received set-backs due to delays in setting up of authority, non-availability of personnel and their frequent transfers.

5. The desired degree of coordination between the State plan and the DPAP district plan does not seem to have been brought about. This has inevitably led to a dilution of programme objectives.

As a result of the various lacunae mentioned above, inter-sectoral priorities, balances and integration - spatial and temporal - have not been adequately projected in the DPAP plan documents. Thus, in a number of cases, the project reports are no more than a mere collection of schemes superimposed on district economic frame which is short of depth analysis and long-term perspective of development.

PLANNING PROCESS IN THE D P A P





The inadequacies noted above arise from various constraints in the planning process. Broadly, these are: lack of expertise in plan formulation, limited knowledge of the potential areas of development in different sectors, lack of effective coordination among concerned departments and sectoral push and pulls which tend to distort the plan priorities. All these shortcomings are inevitable in a programme which has just got underway and is seeking coordination with a number of departments which are beyond its administrative control and with a machinery that is at present inadequate to cope with all these problems. As a suitable organisation for planning and management gets built up and with adequate trained personnel, most of these problems will be solved. It must be emphasised once again that among the various area specific sectoral programmes, the DPAP is unique in the sense that it seeks to achieve its sectoral aim through a process of comprehensive area development planning and has laid down sufficiently detailed guidelines for this purpose.

THE COMMAND AREA DEVELOPMENT PROGRAMME

The National Commission on Agriculture, while highlighting some of the measures to be taken in respect of the irrigation projects, came to the conclusion that much co-ordinated work was required to be done by the Departments of Irrigation, Soils and Agriculture to organise the best use of the Irrigation Systems by modernising the same and adjusting the cropping pattern to the soil and agro-climatic conditions of the commanded areas. Besides modernisation and efficient operation of the irrigation system up to the delivery point to the farmers' blocks of 40 hectares, the integrated development of the command areas was considered necessary in respect of the following points:

- i) Development of main drainage system beyond the farmer's block of 40 hectares where it does not exist now and its improvement and modernisation to secure desired agricultural production.
- ii) Development of the field channel and field drainage system within the farmer's block under each delivery head of the irrigation system so as to minimise water losses, prevent water logging and enable a proper system of wara-bandi and fair distribution to individual fields.
- iii) Land shaping of a watershed area in the command for the type of irrigated crop that is being allowed in the command in each farmer's block.
- iv) Exploitation of groundwater to supplement the surface water and build a suitable surface water and groundwater balance in selected blocks with groundwater potential.

- v) Fixing and enforcing of suitable cropping schedule for the various blocks in the command keeping in view the following objectives:
 - (a) when water availability is plentiful, maximum output per unit of land;
 - (b) where water availability is medium, maximum output per unit of water;
 - (c) where water is scarce, selection of crops requires low duties of water and immunising as large an area as possible from the effect of drought.
- vi) Preparing a plan of input supply for credit, seeds, fertilisers, tractors and sprayer services.
- vii) Arranging the inputs and services.
- viii) Planning the necessary marketing and processing facilities and the communications for maximum benefit to the farmer and maximisation of labour to the local population; and
- ix) Arranging the marketing and processing facilities and the necessary communications.

A command Area Development programme has been conceived during the Fifth Plan to meet these requirements. The main framework of this programme is on farm development works, strengthening of existing extension training and administrative organisations, provision of adequate main and intermediary drainage, modernisation of the existing irrigation system, adoption of suitable cropping patterns and rostering system of irrigation and arrangements for inputs, etc. The more important points which require the specific attention of the command area development authorities are enumerated below:

- i) Modernisation and efficient operation of the irrigation system as well as development of main drainage system beyond the farmers' blocks of 40 hectares;
- ii) Construction of field channels;
- iii) Construction of field drains;
- iv) Land shaping and land levelling;
- v) Lining of field channels/water courses;
- vi) Exploitation of ground water installation of tubewells, wells, etc.
- vii) Adoption and enforcement of a suitable cropping pattern;
- viii) Enforcement of an appropriate rostering system on irrigation;
- ix) Preparation of a plan of input supply for credit, seeds, fertilisers, pesticides, etc.
- x) Making arrangements for timely and adequate supply of various inputs; and
- xi) Strengthening of existing extension training and demonstration organisations.

For effective implementation of the programme, the necessity of having an inter-disciplinary authority with direct line of command in so far as departments of irrigation, Agriculture, Soil Conservation and Cooperation are concerned, has been fully accepted. Each command area Development Authority should have a programme of action for the plan period as well as on an annual basis. Funds for the programme would become available from the following sources:

- (a) Funds to be arranged by the beneficiaries;
- (b) Funds provided in the State Plans in the normal course for various programmes which are within the overall control of the C.A.D. Authority;
- (c) The provision made in the central sector;

and

- (d) Institutional finance relating to various items wherever such finance is required and can be provided.

C.A.D. Authorities have thus to take a total view of availability of funds. Institutional funds will be arranged through Land Development Banks, Land Improvement Corporation, Farmers' Service Societies and Area Development Corporations, Agro-Industries Corporations etc. Such institutions will meet the requirements relating to on-farm development works including construction of field channels, field drains, land levelling, lining of water courses and exploitation of ground water.

A provision of Rs.120 crores has been made for central sector in the Draft Fifth Five Year Plan. There is a provision of Rs.96.63 crores in the State sector. The programme also envisages an investment of the order of Rs.210 crores from institutional sources during the Fifth Plan period. The outlays during 1974-75 (actual expenditure), 1975-76 (anticipated expenditure) and 1976-77 (proposed outlay) are as follows:

	<u>1974-75</u>	<u>1975-76</u>	<u>1976-77</u>
	(Rs. crores)		
State Sector	7.50	9.55	13.81
Central Sector	<u>10.00</u>	<u>16.00</u>	<u>19.00</u>
Total	<u>17.50</u>	<u>25.55</u>	<u>32.81</u>

Progress as on 31st March, 1976:

As a first step during the Fifth Plan, 55 irrigation projects were identified in 16 States for command area development and it was decided that 51 Command Area Development Authorities would be set up. So far 30 Command Area Development Authorities have been set up covering 40 (See Annexure IV) projects. Detailed project reports have been drawn up by 11 authorities comprising 17 irrigation projects.

The progress of on-farm development works, including survey and planning, construction of field channels and field drains, land-shaping and levelling and construction of wells, is as given below:

Topographical Survey	....	17.6 lakh ha.
Soil Survey	...	7.5 " "
Preparation of farm plans	...	3.02 " "
Construction of field channels		49,627 kms.
Construction of field drains		21,069 kms
Land levelling through farmers' efforts.		1,20,378 ha.

Land levelling through Government agencies	93,506 ha.
Tubewells, borewells, dug-wells etc.	63,000 nos.

Pattern of Central Financial Assistance:

The Central Government is to share on 50:50 basis with the States expenditure on establishment of C.A.D. Authorities, etc; soil surveys and preparation of farm plans, supervision etc.; and equity capital support to land development corporation etc.; for providing institutional finance to farmers for on-farm development works. The Central Government also provides subsidy for on-farm development to disadvantaged farmers and subsidy for on-farm development and groundwater development to small and marginal farmers. For financing on-farm development in case of ineligible farmers, a special fund would be created to which the Government of India, the State Government concerned and the ARDC would contribute in the ratio of 50:25:25. The Government of India also gives financial assistance to the primary land development banks and agro-industries Corporation.

Organisation:

The Command Area Development Authority is the basic organisation to implement the programme. It is constituted by a resolution of the State Government. A Board is set up for each Command Area with Command Area Development Commissioner as its Chairman. The Authority has been envisaged

as a powerful one with its own budget head and having administrative control over the staff of various concerned disciplines such as irrigation, agriculture, cooperatives, revenue etc. functioning within the area falling within its jurisdiction. At the State level, either a department/cell has been created known as the Command Area Development and Water Utilisation Department/Cell under the overall charge of a separate Secretary or Agricultural Secretary, who also functions as ex-officio Secretary in several other departments concerned with Command Area Development. There is a high powered State level coordination Committee, presided over generally by the Chief Minister and consisting of the concerned Ministers.

An Appraisal of the Programme:

The concept of Command Area Development cuts across the administrative boundaries and follows a resource-based regional approach. As conceived now, it merely seeks to coordinate the work of the departments of irrigation, soils and agriculture with a view to organise the best use of the irrigation systems. The organisational set up envisaged for the programme is a sufficiently powerful body and is expected to facilitate the flow of credit from institutional sources as well as from World Bank. As presently constituted, the work of the authority is confined to the irrigation and agriculture components of area development.

Other aspects of area development such as industry, transportation, market, town development and provision of social services are outside its purview. Thus it falls short of a comprehensive area development programme.

THE SMALL FARMERS' DEVELOPMENT AGENCY/MARGINAL FARMERS AND AGRICULTURAL LABOUR PROGRAMME

One of the major objectives of India's Fifth Plan is to substantially increase the per capita income of the lowest 30% of the rural population, that is to say, to improve the economic conditions of 25 million of the poorest rural households. The main effort for this, it has been postulated, must necessarily emanate from the agriculture and allied sectors. The former community development programme, which no doubt had its slant on agricultural development, however, tended to benefit the comparatively middle and bigger farmers rather than specifically aim at the development of the economy of the small and marginal farmers. In order to remove these shortcomings a three-fold development policy has been outlined in the plan documents which envisage (a) the re-orientation of the general and normal programme of agricultural development towards the small and marginal farmers and agricultural labourers, (b) building up of special assistance to small farmers, etc. in the different area development schemes so that these sections of the community remain within the main stream of economic development, and (c) intensification and enlargement of special programmes designed for the weaker sections and backward areas.

The SFDA/MFAL projects have been designed with the above objectives in view. They were started since the Fourth

Plan. The SFDA sought to provide to small but potentially viable farmers facilities of irrigation, provision of credit, supplies of other inputs and marketing facilities. A limit of 1-3 hectares of land holding has generally been adopted in identifying such farmers. Farmers with land holdings below this level were categorised as marginal farmers. For their economic uplift, reliance was placed on subsidiary occupations. Similar approach was adopted in case of agricultural labours who were identified as those who derived 50 per cent of their income from agricultural wages.

The agencies in charge of these projects are corporate bodies registered under the Societies Registration Act, 1860. The basic purpose was to ensure that the needs of small farmers were specially catered by a separate organisation charged with the responsibility of ensuring development of the weaker sections. The agency in the district is headed by a Collector/Deputy Commissioner and in a few cases by Divisional Commissioners. The agency operates through the existing district organisation and has a small nucleus staff of one Project Officer and three Assistant Project Officers to administer and coordinate programmes drawn up for the small and marginal farmers. Though the schemes are essentially implemented through the Block Extension staff, the agency officers provide only general supervision and resolving problems of financial institutions. At the State level,

Coordination Committees with Agricultural Production Commissioner/Development Commissioner/Chief Secretary as the Chairman, and heads of other Departments as members has been constituted. These agencies are expected to act as catalysts, activating the existing institutions, providing support for them and creating new organisations, wherever necessary, to cater to the beneficiary farmers. The agencies have also been empowered to undertake directly such activities which will promote the economic interests of the beneficiaries such as development of infra-structural facilities. Besides identifying the participants, the agencies draw suitable programmes for them, locate institutional support, arrange extension services and provide supervision for the adoption and implementation of the programme.

Against the outlay of Rs.103 crores in the Fourth Plan the expenditure amounted to Rs.47 crores. These projects are reported to have recorded significant progress. At the end of December, 1974, the Small Farmers' Development Agencies had identified about 30 lakhs participants of whom about 55 per cent were brought under the cooperative fold. Under the MFAL agencies 14 lakhs participants were identified out of whom 5.4 lakhs were taken into the cooperative fold. A provision of Rs.200 crores has been earmarked for this programme in the Fifth Plan for starting additional 73 SFDA/MFAL projects and continuing 87 spill over projects of the Fourth

Plan. In the Fifth Plan, the projects are being designed as composite, covering one complete district each. The outlays from this special programme is being supplemented by suitable outlays in the State Plans for providing infra-structural support which had been found weak during the Fourth Plan.

The implementation experience of the programme so far has revealed some weaknesses. A Conference of the State Ministers of Rural Development, Community Development and Panchayati Raj¹¹ held in May 1975, which reviewed the working of these programmes, has pointed attention to some of the common defects which are:

- i) Lack of synchronisation of normal State plan activities and the activities of the special project.
- ii) Absence of integrated and coordinated planning and execution by dovetailing of the State plan resource with agencies' funds.
- iii) Inadequate acceptance of role and responsibility by the different State Government Departments, specially at the district level, towards the special programmes. Inadequate involvement of the heads of Departments concerned with various aspects of these programmes.
- iv) Inadequate involvement of the Block and the Panchayati Raj Institutions in implementing the programmes in some areas.
- v) One of the major problems in the implementation of the programme, particularly in the

11. Conference of State Ministers of Rural Development, Community Development and Panchayati Raj held at New Delhi, on May 8, 1975.

eastern States is the weak cooperative structure which has prevented flow of credit to the identified small/marginal farmers. As the subsidies available on different schemes from the Agency funds are tied up with loan from financing institutions, it is necessary that suitable steps are taken to strengthen the cooperative structure.

- vi) Another weakness in the implementation of this programme is the inability of the commercial banks to come forward to a desirable extent to finance these schemes. If the programme is to succeed, it is essential that the commercial banks fulfil the targets set for them in respect of these schemes.

SFDA - An Appraisal:

It may be seen from the above account that the main achievement of the small farmers development programme is in having brought into existence a type of farmer organisation which could help link the individual small farmer to State and national technical and service institutions. This organisation has provided the opportunity to let grass-roots leadership emerge from within the weaker sections of farmers. The success of the organisation would depend upon a set of "high pay-off" economic and social functions being identified for the organisation to perform. At present the approach is schematic and mostly imposed from above. But in due course, it is expected that it will evolve from the organisation. The success of the organisation will also depend upon the extent to which the block technicians/^{sympathise} with and respect the farmers' basic help.

Studies in various developing countries of small

farmer development programmes have shown that there is only a modest amount of productivity slack in small farmers which can be taken care of by programmes of additional credit, education, application of the existing technology and co-ordination. Clearly more new technology has to be made available to small farmers. There are two aspects of this problem: first, more emphasis must be given to generating new technology, more appropriate for the small farmer situation. Second, more attention needs to be given to innovative forms of social organisations that will allow small farmers to collectively utilise indivisible technologies which are, or will be available. There is little doubt that such indivisible technologies if they provide a high "pay off" would provide additional economic opportunities to strengthen small farmer organisations.

It should be noted that the SFDA/MFAL projects have been essentially conceived as aiming at the development of the economy of the small and marginal farmers on a somewhat segmental basis. The total area development and exploitation of the production potential of the area concerned as a whole, is not conceived as one of the significant objectives of these programmes.

THE CRASH SCHEME FOR RURAL EMPLOYMENT AND PILOT INTENSIVE RURAL EMPLOYMENT PROJECTS

The problem of rural unemployment has attracted the attention of the Indian planners ever since the beginning of the planning era in this country. This is evidenced in the series of experimental pilot schemes included in the successive plans - the community development programme, rural manpower programme and the crash scheme for rural employment being examples. The pilot Intensive Rural Employment Project (PIREP) which was introduced as a three year pilot experiment since October 1972, falls in this line of experiments. It must be noted that all these rural employment projects are intended to mobilise the unemployed youth in an area to take up projects appropriate to the natural resource potentials, problems and needs of that particular area. In this manner, all rural employment projects are area specific projects and need an area development framework for their rational and successful execution.

The Crash Scheme for Rural Employment was introduced in April 1971, with an estimated cost of Rs.50 crores per annum to be provided by the Centre. The Scheme had two basic objectives, viz., (i) direct generation of employment in the districts covered by applying labour intensive techniques; and (ii) the production of assets of durable nature in consonance with local development plans.

The scheme is intended to generate employment for one thousand persons on an average for ten months in every district. Out of the total outlay, about 70 per cent was intended for wages and 30 per cent for the cost of materials. While selecting the areas for the implementation of the schemes, attention was to be paid to the extent of unemployment, backwardness and the scope for development works. The works generally relate to road building, reclamation and development of land, drainage, flood protection and anti-water logging, water conservation and ground water re-charging, minor irrigation, soil conservation and afforestation, construction of class-rooms in schools and special repairs. The projects are such as would benefit the community in general rather than the individuals. During the last three years of the Fourth Five Year Plan in which this scheme was implemented an amount of Rs.127 crores was spent against which an employment of 32 crore man days was generated.

It would appear that the scheme of Rural Employment besides the employment objective, tried to serve in a manner to fit in among the various programmes of development. It also had a consideration regarding development requirements of the areas. The working of the scheme, however, showed that the benefits were distributed too thinly and a more concentrated effort was required. It was also considered that it would be desirable to know fully the dimensions the

problem of unemployment on the basis of which useful programmes could be drawn up in the future. Accordingly, an action-cum-study project known as the Pilot Intensive Rural Employment Project (PIREP) was initiated in 15 selected blocks in October, 1972 for a three-year period. The objectives of the PIREP are as under:

- a) to provide gainful employment on work projects in acquiring skills of a high order in selected compact areas progressively to all those who offer their services for a wage;
- b) to utilise the funds of the project for creating durable assets, preferably those which will further generate employment;
- c) to explore the possibility of imparting new skills to the workers employed on project works and of assisting them in finding regular employment in the secondary and tertiary sectors; and
- d) to study through the implementation of the projects the nature and dimensions of unemployment among the rural wage-seeking labour.

The project envisaged providing employment to one-third of the unemployed persons in the first year of its operation, two-thirds of the unemployed persons in the second year of its operation and to all the unemployed persons in the third year of the project in the 15 selected blocks in the country. An employment potential survey was carried out to find out the number of people who would be available for employment, the different periods for which they will be

suitable. The survey brought out that work projects were to be formulated for providing employment to 2,87,946 persons. The requirement of funds work out to be Rs.437.67 lakhs in the first year, Rs.859.97 lakhs in the second year and Rs.1,260.90 lakhs during the third year.

It was not found possible to provide funds of the envisaged order due to financial constraints. A sum of Rs.150 lakhs was released during 1972-73. Similarly, the States were allotted an amount of Rs.248.85 lakhs during 1973-74. A sum of Rs.600 lakhs was released during the third year of the project.

With a view to study the impact of PIREP and to assess how far the objectives of the scheme have been fulfilled, a Committee under the Chairmanship of Prof.Dantwala was set up and studies were entrusted to different research institutions. One of the studies undertaken by the Institute of Development Studies, Mysore, in Harihar Block, Chitradurga district, Karnataka State is used here as an illustration to indicate the kind of shortcomings encountered during the implementation of the programme.

1. Tendency to spend on easily implementable projects of an unproductive nature rather than on productive works. One of the important emphases of the project was the aspect of creating assets which would have multiplier effort of creating new employment opportunities of continuing nature, e.g., productive programmes like land reclamation, minor irriga-

12. The evaluation report says that the project choice of Harihar Block itself was an error of judgement, as it does not really have surplus labour or surfeit unemployment to justify its choice.

tion, soil conservation, horticultural farms, etc. But the evaluation revealed that such programmes accounted for only 20 per cent of the total PIREP expenditure, the bulk of the funds having been diverted.

2. Lack of dedication among officials. Since PIREP works were comparatively of smaller outlay and to be executed by the agencies themselves as against their much accustomed and easy way through contractors, the officials had a tendency to take to such works with reluctance.

3. Departmental rivalries.

4. Lack of coordination between the executing agencies in the field and their respective parent department, either at the district headquarters or the State level. The departmental water tight compartmentalisation was making such co-ordination a difficult task.

PIREP - An Appraisal:

From the foregoing account, it may be seen that the PIREP like many other projects began to operate in a vacuum without an area development frame to which it may relate. The failings in appropriate formulation of schemes are to be ascribed mainly to this reason. The other major difficulty encountered during the implementation of the programme was the difficulty in effecting coordination with other agencies and departments. PIREP shares this difficulty with other similar area-based sectoral programmes.

TRIBAL DEVELOPMENT AGENCY PROJECTS

In order to extend the benefits on the pattern of SFDA/MEAL projects to the tribal areas, the Tribal Development Agency projects were established in such areas. Six projects were initially started in 1971-72 also with a view to studying the problems of tribal development for ultimately intensifying the development in the rest of the tribal areas on the country. Subsequently the number of these pilot projects was increased to 8. The tribal development projects seek to tackle the problems of the tribal areas in a comprehensive manner by also paying attention to those of law and order and social development, besides the core programmes of economic uplift. The Ministry of Agriculture and Irrigation at the Centre are responsible for overseeing the working of these projects. The Central Coordination Committee on Rural Development and Employment also reviews the programme and provides necessary guidance. Correspondingly at State level, Coordination Committees have been constituted while the work of implementation is being done by the concerned Department. The salient features of these projects are as under:

- i) Each project is being implemented by a registered tribal development agency with the District Collector as the Chairman. The agency also has a full time project officer and other district officers and MLAs/MPs as members.

ii) The jurisdiction of each project is a few selected blocks where the concentration of tribal population is relatively high.

iii) A comprehensive and integrated approach to the tribal problems, as far as possible, is recommended. An attempt is made to avoid multiplicity of agencies. The project agencies can, however, help other agencies like Tribal Development Corporation, Land Development Banks, Central Co-operative Banks, etc. who are operating in the same area.

iv) A core programme of economic development comprise of activities like tribal agriculture, horticulture, land reclamation, land improvement, soil conservation, animal husbandry, encouragement of forest based industries, debt redemption, land restoration, land record and survey.

v) Ordinarily the agencies provide 50-75 per cent subsidy for the above mentioned activities and the remaining funds are expected to come from the tribal beneficiaries.

The outlay for each of the six agencies (started initially for a period of five years) is Rs.2 crores, comprising of Rs.1.50 crores for the core programmes of economic development and Rs.0.50 crores for construction of arterial roads and for link roads to open up the project areas with state and national highways, marketing centres, police stations, etc. For the two additional projects

started in the Fifth Plan Period, an amount of Rs.1.50 crores each has been sanctioned for the core programmes, their requirements for the arterial roads would be provided in the normal Plan of the concerned State Government (Orissa).

The original target of each tribal agency project was to cover 10,000 deserving tribal families or 50,000 deserving tribal population. The norm of coverage was subsequently revised to 50,000 deserving tribal participants. The physical and financial performance of the various project areas is summarised in the Annexures V and VI respectively.

It would appear that the projects are making satisfactory progress except in the case of Konta and Dantewada projects where the progress was slow initially due to problems of staffing.

The Government of India had appointed a Committee on Bench Mark Surveys for these projects. The project reports from the various areas have since been received and are under consideration. The two other aspects which have been examined by the Study Groups appointed by the Government are regarding Reorganisation of Cooperative Structure and Debt Redemption and Land Restoration. These study groups are also reported to have submitted their reports. The recommendations made by the Group on Cooperative Structure (also known as Bawa Committee) have been considered by the Government and

forwarded to the State Government for implementation in connection with the tribal sub-plans.

The Tribal Development Agency Projects are additive in nature and are not intended to replace the normal flow of financial allocation for the on-going schemes under the General Community Development and Tribal Development programmes. It was made explicit to the State Governments concerned that there should be no reduction in the existing tribal programmes executed by the State Government because of launching of these projects.

TDA - A critical Appraisal:

When the TDA programmes were started, it was expected that the plan effort of all organisations will get integrated and one developmental programme will emerge. However, this did not happen because of a number of difficulties. The main drawback appears to be that there is no mechanism to ensure that all necessary complements of a programme from different sources shall be made available at a single point. Therefore, although the TDA programmes take note of State plan programmes yet there is no interweaving of the two. Investment from the TDA funds is not dependent on the flow of State plan resources in these areas. Therefore, the TDA, though conceived to supplement the State development effort in the tribal areas became yet another centrally sponsored scheme limiting its ambit to the resources made available by the Government of

India. The DPAP is an improvement in this respect as it provides for the Central assistance only on a matching basis from the State plan funds, thus ensuring that an investment level of at least double the size of the Central assistance is made available to the problem areas. A close examination of the working of the TDA programme also shows that most of the schemes are formulated on the basis of a uniform pattern for all regions in the nation and on the presumption that developmental inputs which should normally precede the special programmes would have already been provided by the State Government or will be provided without much difficulty. At the ground level when different agencies are operating the different components of a total programme, this "efficient sequencing" never comes about. Thus a programme of higher priority which should have preceded another, actually reaches later at a point of time, leading to considerable wastage of effort. Instances are galore. Thus a public health doctor may not reach an area before a family planning doctor. An infrastructure may develop, but the essential inputs may be missing because either adequate provision has not been made in the State plan or inputs may not be available in the tribal areas. Above all, the special programmes carry their own rigidities. The creation of an autonomous legal entity like the Tribal Development Agency with a rigid programme of its own, has thus not helped very much in ensuring the appropriate

provision of the different interdependent elements in a total investment plan. The TDA example emphasises the fact that the adequate flexibility in programmes to enable adjustments to be made in response to local needs and discretion to use available resources within specified parameters should be built into a system which may be devised for the problem areas. An organisational device simply meant to carry out a truncated programme without the power or the flexibility to manipulate and adjust the interdependent elements of that programme does not surely provide an answer to integrated area development. It is this aspect of the development problem which has been specially tackled in the "sub-plan approach" which we would be discussing in a subsequent stage in this report. The tribal sub-plans together with the Integrated Tribal Development Projects (ITDP's) are expected to subsume the existing TDA projects. When this happens, the existing TDA projects will have to shed many of their rigidities and undergo several modifications.

HILL AREA DEVELOPMENT PROGRAMME

In order to find out a solution to the problem of "regional imbalances" and to evolve a suitable pattern for development of backward hill areas, two Central Sector Hill Areas Development projects were taken up on a pilot basis towards the end of the Fourth Plan in Pauri Garhwal District of Uttar Pradesh and Nungba Sub-division of Manipur. These projects are the off-shoot of the Indo-German Projects started in Mandi in 1962, and extended later on to three more districts, namely, Kangra of Himachal Pradesh, Almora of Uttar Pradesh and Nilgiris of Tamil Nadu.

Consistent with the plan policies of "Growth with social justice", removal of poverty and attainment of economic self-reliance, the agricultural strategy of the country has all along two principal aims, i.e. (i) to maximise agricultural production and (ii) to remedy the imbalances existing between the different sections of the community and the different regions of the country. The strategy of the H.A.D. projects reflects these aims. Integrated Development of agriculture and allied fields such as multi-cropping along with high yielding varieties programmes, horticulture, animal husbandry activities together with building up of necessary infrastructure in the fields of land development and soil conservation, minor irrigation, etc. which were adopted in the Mandi type of projects, has also been adopted in the two

Central Sector Hill Area Development Projects.

To achieve the above objectives, the following programmes of development have been chalked out for both these projects:

- i) Intensive campaign by way of composite demonstrations in the new agricultural technology covering the use of high yielding and improved seeds, fertilizers, pesticides, etc. together with multiple cropping.
- ii) Development of horticulture and orcharding by way of establishing progeny orchards for the supply of seed and plant material rejuvenation of existing orchards, extension of areas under new orchards, both on individual holdings and on community lands.
- iii) Land development by way of terracing and other Soil conservation measures on watershed basis for putting a solid foundation for the soil structure to be put to productive uses.
- iv) Harnessing of small streams, rivulets, etc. by way of installation of lift irrigation - pumpsets, construction of small check dams, etc. to increase the irrigation potential of the project area.
- v) Introduction and upgrading of dairy-animals, poultry birds and sheep to increase milk production, eggs, meat, wool, etc. and to take fishery and piggery development on an experimental basis.
- vi) Starting of processing industries both for agriculture and horticultural crops together with marketing and cold storage facilities.
- vii) Construction of link roads and motor roads.
- viii) Strengthening the Cooperative credit structure together with construction of storage godowns and other marketing facilities.
- ix) Development of forestry by way of afforestation, plantation crop, development of grasslands, fodder and pasture lands, etc.

- x) Training of farmers, gardeners and the like on different methods for maximising output of agricultural horticultural plantation and animal production.

A review of the programme indicates that in terms of physical achievements, good progress has been achieved in Pauri Garhwal Project on agriculture, horticulture and animal husbandry programmes. However, progress in respect of soil conservation and minor irrigation was meagre as the project could not receive adequate technical staff support from the concerned technical departments.

Nungba Project had a late start, i.e., in 1973-74. Even so, it has made good progress. Cultivation of wheat, pea, mustard, potato and other vegetables unknown in the project area have been introduced successfully for the first time in selected places. Progeny orchards have also been established. Use of improved machinery such as power tiller and pumpsets are being popularised for ploughing terraced lands. Lift irrigation schemes have also been taken up. Since communication poses a very serious problem in the highly inaccessible area, top priority has been given for the formation of link-roads and motor roads.

Fifth Plan Strategy:

For both these hill area projects, the main strategy of development during the Fifth Plan remains the same, viz., integrated development of agriculture with subsidiary occu-

pations and development of infrastructure. With this aim in view, a detailed project report for the five year period has been prepared for the two projects. The total outlay envisaged for the Fifth Plan is Rs.150 lakhs for each of these projects.

Both these projects are administered by an Agency registered under the Societies Registration Act of 1860. The Agency in Pauri Garhwal is headed by the Collector and the Governing Council comprises the District Level Development officers and some non-officials. The Agency in Nungba Project is headed by the Collector and the Governing Council comprises the District Level Development officers and some non-officials. The Agency in Nungba Project is headed by the Commissioner (Hill Areas) and the Governing Council consists of the various heads of development departments.

A review undertaken by the Ministry of Agriculture has brought out some deficiencies in the implementation of programmes in both these projects which are given below:

1. In Pauri Garhwal Project the technical staff support for the successful implementation of major programmes such as Land Development and Soil Conservation and Minor Irrigation is considered to be inadequate, for which practically no progress could be achieved in these major fields even though adequate funds have been provided for the purpose.

2. The Project Officer in Pauri Garhwal has reportedly not been able to achieve the desired level of coordination among the various development departments in the district for want of sufficient delegation of powers to him similar to that of the Zonal Deputy Directors.

3. The Nungba Project has not been able to recruit all the staff that has been agreed to by the Government of India. Stationing of the minimum staff at the project level could not be achieved so far. It is reported that the technical staff working in the departments are reluctant to go to the interior hill areas because of difficult and harsh living conditions. This needs to be examined and steps taken to recruit the full complement of staff.

4. The grant-in-aid by the Government of India is only additive in nature and hence the State Government should allocate adequate funds through normal State plan resources for tackling problems of shifting cultivation, land development, minor irrigation, etc. In the finalisation of the Project report for Nungba project for the Fifth Plan period, clear indication regarding such outlays from normal plan resources may have to be indicated.

5. In both these projects a techno-economic survey is being carried out by the National Institute of Community Development, Hyderabad, for the preparation of a perspective plan for the next decade. The reports on this important

survey are still awaited and the N.I.C.D. has been requested to furnish the reports and the Perspective Plans as per dates recently agreed to by them.

A Critical Appraisal of the Programme:

The review of the Ministry of Agriculture has pointed attention to the major weaknesses in the implementation of this programme. These are: lack of proper technical personnel both during planning and implementation stages, lack of the desired level of coordination among the various development departments in the district, lack of adequate incentives to project personnel working in difficult areas, difficulties in establishing complementarities with the State plan programme, the restraints imposed by the very organisational structure for implementation of the programme and above all the absence of an overall developmental frame into which a sectoral programme of this kind can mesh and establish inter-dependencies. These deficiencies are the same as those highlighted during our discussion of the Tribal Development Agency Projects. They only re-emphasise the need for a search for a new comprehensiveness in our area development programmes and the need to devise methods to bring such special programmes within a unified frame of area planning. The crux of the problem lies in finding a practical solution which will attempt a fusion and rationalisation of the existing structures rather than with creation of another new structure.

PROGRAMMES OF INDUSTRIAL DECENTRALISATION

In the beginning of chapter V, we made a brief reference to the approach to area development through industrialization. It was mentioned that the urge for decentralization has contributed significantly to a shift in emphasis on regional/area planning. In the industrial sector, certain programmes were undertaken, particularly for the development of backward areas. These programmes may be divided into the following three categories:

- i) The Industrial Estates Programme;
- ii) Rural Industries Projects; and
- iii) Incentive Schemes for setting up industries in the backward areas.

The Industrial Estates Programme:

The Industrial Estates Programme which was started in 1956 had the main objective of encouraging and supporting creation, expansion and modernisation of small scale industries through provision of factory accommodation, common service facilities and assistance and servicing through all stages of establishment and operation and to develop subcontracting relationship between small and large industries and specialised manufacturing activities. Towards the end of the Second Five Year Plan, the programme also assumed a role in regional development through provision of a network of industrial estates in semi-urban and rural areas. The

Fourth Five Year Plan laid emphasis mainly on the consolidation of past efforts and visualised that, by and large, in towns and small towns, rural and backward areas including growth centres, limited number of industrial estates with pre-built factory estates would be provided after conducting techno-economic surveys.

The principal objectives of the programme are as under:

- i) to encourage the growth of small-scale industries.
- ii) to shift small scale industries from congested towns and cities with a view to increasing their productivity.
- iii) to achieve decentralised industrial development in small towns and large villages.
- iv) to encourage the growth of ancillary industries in townships near major industrial undertakings, both in private and public sectors.

The three types of the industrial estates which are being developed in India are as under:

- a) Urban Estates - located in cities, large towns or vicinity thereof;
- b) Semi-urban estates located in small towns having a population of 5,000 or 50,000; and
- c) Rural estates located in villages with a population of less than 5,000.

So far about 465 estates have been completed of whom 191 are located in urban areas, 142 in semi-urban areas and 132 in the rural areas. These estates are spread over 157 districts of the country. Generally, the urban estates have reported good progress, the semi-urban ones made satisfactory progress only in cases where their location had been favourable and the rural estates have lagged behind.

During the Third Five Year Plan, there was a shift in the policy relating to the programme. The programme was given a rural bias and was mainly considered as an instrument for the dispersal of industries. A beginning was also made in regard to the provision of land and buildings on outright purchase basis. In some of the developed areas, the sites were provided to the entrepreneurs with all facilities but leaving the responsibility to them for building their own factory estates.

In the Fourth Five Year Plan, the emphasis was laid on consolidating the past efforts. The policy was to encourage new ancillary and functional industrial estates and also to undertake the construction of factory sheds for unemployed engineers who desired to launch their own enterprises. Another significant development was that this programme became open to the financing institutions and cooperatives. The present policy with regard to the industrial estate programmes consists of the following components:

- i) Allocation of developed plots/areas with infrastructural facilities to small industrialists and also to medium and large industries on differential terms in urban and semi-urban areas.
- ii) Transfer of existing estates to occupants from rental to higher-purchase basis.
- iii) Emphasis on the development of functional and ancillary industrial estates in future.
- iv) Deviation from construction of standard estates to development of free size plots/areas;
- v) Construction of standard size estates in relation to the demand and particularly to meet the requirements of the unemployed technical persons.

A number of problems have cropped up in the actual operation of the industrial estates programme. The general assessment is that the impact of the programme has not been so comprehensive or spatially dispersed as was initially proposed. The main reasons for this are as under:

- i) Location of many estates was not optimal in relation to techno-economic considerations.
- ii) There was a considerable time-lag between the construction of the industrial estate and the allotment to the entrepreneurs. Even after allotment, considerable time-lag was involved in starting the actual operations.

iii) The cost of land development and construction was rather high reflecting in unfavourable rentals.

iv) It has been found that in many cases efficient entrepreneurs were not forthcoming.

This was particularly applicable to the semi-urban and rural estates.

v) There was generally an under-utilisation of production capacity in the estates.

For the reasons, in many States, a rethinking on the scope of the programme has been initiated. In the main, it is now being favoured to develop estates in the vicinity of cities and large towns on the basis of cooperatives and joint stock companies. However, a limited number of estates are also being established in the semi-urban and rural areas. This reflects the growing awareness that the planning for the industrial estates should be conceived as an integral part of urban and regional development process and as a part of the overall industrial development in the region.

Rural Industries Projects:

The Rural Industries Project was sponsored by the Planning Commission in 1962-63 as a Centrally sponsored scheme with the main objective of enlarging non-farm employment opportunities and to increase production and industrialization in the rural areas. Initially 45 areas, each covering 3 to 7 community development blocks and with a

population of 3 to 5 lakhs, were selected. Subsequently, four more areas in the vicinity of Bhilai, Durgapur, Ranchi and Bhadravati were added. In a review of the programme done in March 1970, the Rural Industries Planning Committee felt that since the programme had been generally successful, the scheme should be further extended. It was decided to extend the area of operation of each project to cover the entire district. In the Fifth Five Year Plan, 57 more districts are being added against an outlay of Rs.45 crores. Considerable importance in the coverage of the programme is being given to the industrially backward districts identified by the Planning Commission.

The Rural Industries Projects are regarded as one of the measures for reducing regional disparities. While determining the location of the projects, the State Governments were requested to give priority to the backward areas. However, in the actual location of the units, it was also emphasized that the availability of infrastructural facilities, specially power and marketing facilities, should be duly taken into consideration. It was also emphasized that the development of industries should be 'growth centre oriented'. In the field, the Rural Industries Service Institutes are supposed to support the implementation of the programme. At the Central level, the Development Commissioner, Small Scale Industries is made responsible for overseeing the programme.

From April 1970 onwards, special attention is being given to the needs of the project units in the provision of raw materials, technical guidance, marketing facilities, finances, etc.

Incentive Schemes for Setting up Industries in the Backward Areas:

At the time of the formulation of the Fourth Five Year Plan, it was considered that industrial development would constitute an essential pre-condition for the accelerated development of the backward areas. At a meeting of the Committee of the National Development Council held in 1968, the position regarding regional imbalances, and more specifically of regional disparities in industrial development, was reviewed in detail. Two Working Groups were set up in 1968 to

- i) identify the backward areas;
- ii) consider the fiscal and financial incentives for setting up industries in such areas.

On the basis of the deliberation of these Working Groups, the following criteria were evolved:

- a) per capita foodgrains/commercial crops production depending on whether the district is predominantly a producer of foodgrains/cash crops.
- b) Ratio of population to agricultural workers.

- c) Per capita industrial output.
- d) Number of factory employees per lakh of population or alternatively number of persons engaged in secondary and tertiary activities per lakh of population.
- e) Per capita consumption of electricity.
- f) Length of surfaced roads in relation to population or railway mileage in relation to population.

On the basis of information supplied by the State Governments on the above criteria, about 245 districts have been declared as industrially backward which are eligible for concessional finance from the term lending institutions. A list of these districts is given in Annexure VII. Out of these districts, about 102 districts/areas are at present eligible for the Central scheme of 15 per cent investment subsidy (Annexures VIII and IX). According to this scheme, industrial units having fixed capital investment not exceeding Rs.50 lakhs in such areas are entitled for the 15 per cent subsidy.

Besides the above concessions, a Central scheme of transport subsidy provides 50 per cent reimbursement to the industrial units in the hill areas on transport charges incurred on raw material and finished goods to and from selected rail heads. The districts selected under the Central scheme of 15 per cent investment subsidy are also accorded

priority in the import of raw materials and supply of indigenous machines on hire purchase by the National Small Industries Corporation.

An Appraisal:

It was expected that the system of incentives and the subsidy scheme would lead to industrial development in backward areas. But this is not borne out of experience. Entrepreneurship has not been forthcoming from backward areas. Recently the Nayak Committee¹² reviewed the incentives and subsidy schemes. Its analysis showed that the backward States have received comparatively less subsidy as compared to certain advanced States. Similarly, the quantum of subsidy reimbursed to the small scale industry as compared to the large and medium industry was also found to be meagre. The reason for this state of affairs may be traced to certain inadequacies in the scheme of incentives. In the first place, it may be mentioned that the scheme is rather generalised in nature and does not take into account considerations like the special problems of specific areas. It is possible that in some areas, what would be required is a subsidy to off-set the very high transport costs, while in certain other areas what needs to be off-set is the lower productivity of labour

12. See Government of India: Report of the Committee to evolve a strategy for development programme for small scale industries in backward areas, March 1976.

skills. Another important inadequacy which may be pointed out is that the scheme does not differentiate between various types of industries like power intensive industries, labour oriented industries, export oriented industries, etc. Such a distinction is of great importance because in the matter of taking industrialisation to backward areas, one of the important aspects that we have to take into account is the fact that industry is expected to create employment in under-developed areas. One has, therefore, to choose between labour intensive industries on the one hand and power intensive industries on the other. In certain selected cases, it may be desirable to lay greater emphasis on the export oriented character of the industry.

The approach to area development through industrialisation strategies is at best a sectoral one. Although comprehensive approach is stressed in this context, it has been found difficult to achieve this. For the purpose of having a unified approach, it is necessary to distinguish between different types of backward areas. It may be preferable to classify backward areas into certain categories, depending upon the facilities available at present in these areas and the potential for future development. The main facilities that may be required for industrial development are:

- i). Industrial infrastructure.
- ii) Skilled personnel

- iii) Urban facilities like housing, technical education, etc.
- iv) Existence of natural resources.
- v) Existence of an industrial nucleus.

Depending on various facilities available, the backward areas may perhaps be classified into the following categories, viz., (a) areas where all or major portions of the facilities above are available; (b) areas where the infrastructural and urban facilities as well as rich natural resources are available; and (c) areas where neither the infrastructural and urban facilities nor economical exploitable natural resources are available. This classification is only illustrative and it is intended to emphasise the fact that instead of having a common set of facilities of the uniform pattern, we can think of graded facilities and incentives depending on the status of the particular backward district or area. Once this idea is accepted, it would become necessary at policy level to suggest modifications relating to various incentives and supporting measures necessary to stimulate industrial development.

Our experience in the industrial front has made it abundantly clear that industrial development cannot be considered in isolation of overall economic development of the area. Several allied activities such as small business, training service industries, road transport etc. have to be conceived as integral part of industrial development.

The view is also gaining ground in a number of State Governments that for the deployment of industrial incentives schemes, a growth centre approach instead of a district or area approach, would be more suitable. It is felt that such a strategy will enable us to achieve rapid and tangible industrial and economic growth in potential growth centres by canalising and concentrating our limited resources and efforts in such centres and by avoiding the dissipation of resources over a large number of wide and scattered areas with no fruitful results. The Nayak Committee has also favoured the implementation of an incentive programme in the context of a growth centre approach coupled with a system of disincentives to prevent further industrial development near metropolitan areas and large cities. There is also a thinking to establish a Backward Area Development Corporation to knit together the various elements of an industrial development strategy in the context of area development.

THE PILOT PROJECTS ON GROWTH CENTRES FOR RURAL DEVELOPMENT

The Department of Community Development (Ministry of Agriculture) launched during the Fourth Plan, a Research-cum-action Project on a pilot basis in 20 selected areas in the country for identifying growth centres in various States. The project envisaged preparation of "integrated Area Development" Plans for all round development of these 20 areas covering 3,050 settlements (list giving State-wise break-up enclosed as Annexure XIII). The account of this project was on rural - urban integration, an aspect which had not received adequate attention in the earlier efforts in community development. The project was assisted by the Ford Foundation and was designated to develop, test and apply a methodology for an optimum provision of economic and social activities to all people in a given spatial area. The following specific objectives were envisaged:

- i) To study focal points of growth in selected community blocks with a view to evolving a scheme of a hierarchy of growth centres;
- ii) To identify and meet the functional gaps in the physical and institutional infrastructure of these centres; and
- iii) To plan for the development of service facilities such as agricultural input and produce markets, agro-industries, credit and financial institutions, repair and retail shops, education and health facilities, recreation and transport linkages in these centres recognising their varying resource endowments.

In the selected project areas, comprehensive primary data collection was undertaken at village, household, shop and firm levels. On the basis of information collected for the various service facilities, a three-tier hierarchy - (i) village, (ii) large size villages and (iii) towns, was established. It is understood that some sophisticated research on the methodology for micro-regional planning for rural India was undertaken during this exercise and some valuable conclusions relating to thresholds for various services, the minimum distance, path and locational analysis emerged from the research. The pilot project exercise, on the whole, laid the ground work for the locational planning of service centres in rural areas. However, no follow-up measures were included in the Fifth Five Year Plan.

An Appraisal:

As a pilot exercise the project on rural group centres has provided some valuable lessons. The identification of growth centres and service centres, locating and providing the missing infrastructure in them and establishing appropriate linkages, etc. are an essential ingredient in spatial planning exercises which are currently being carried out in various parts of the country, and in district planning, the simple methodologies which have been evolved during this exercise can be used to great advantage. But our analysis of the plans that are currently being prepared reveals that

this has not been attempted. The methodology of service centre planning has also great potential in the planning of the minimum needs programme at micro level. The draft Fifth Five Year Plan rightly points out:

"It will be necessary that arrangements are made for detailed planning at the district level for bringing about physical convergence of different facilities at specific points, some of which would later become the growth centres for the establishment of economic services and setting up of agro-processing and other village and small industries".

THE NATIONAL PROGRAMME OF MINIMUM NEEDS

In pursuance of the overall objective of achieving growth with social justice, the National Programme of Minimum Needs has been initiated in the Fifth Five Year Plan period as one of the important measures. The programme seeks to provide a minimum level of social consumption for different areas and sections of the community by establishing a network of certain essential services. The importance of the Programme lies in the fact that it has been conceived in terms of pre-determined norms for each ingredient of social consumption which are uniformly applied to the various areas of the country. The programme is essentially rural-oriented. It has been emphasised in the draft Fifth Five Year Plan that the Programme has to be implemented on an integrated basis in determining location of the various projects thus seeking their physical convergence at specific points.

The contents of the National Programme of Minimum Needs as described in the draft Fifth Five Year Plan are as under:

- i) Provision of facilities for elementary education for children up to the age of fourteen at the nearest possible places to their homes;
- ii) Ensuring in all areas a minimum uniform availability of public health facilities which would include preventive medicine, family planning, nutrition and the

detection of early morbidity and adequate arrangements for referring serious cases to an appropriate higher echelon;

- iii) Supplying drinking water to villages suffering from chronic scarcity or famine or having unsafe sources of water;
- iv) Provision of all-weather roads to all villages having a population of 1,500 persons or more and for a cluster of villages in the case of hilly, tribal and coastal areas;
- v) Provision of developed home sites for landless labour in rural areas;
- vi) Carrying out environmental improvement of slums; and
- vii) Ensuring the spread of electrification to cover 30-40 per cent of the rural population.

The norms with respect to individual schemes are specified in Annexure XV. In case of backward tribal areas, the norms of provision have been somewhat relaxed.

In the draft Fifth Five Year Plan, an outlay of Rs.2,804 crores, including Rs.200 crores of assistance from CARE, has been envisaged. State-wise break-up of outlay in the Fifth Plan and allocations in the Annual Plan 1974-75 and 1975-76 are given in Annexure XIV. The full contents of the programme are given in Annexure XV.

In the draft Fifth Plan, the National Programme of Minimum Needs was highlighted as an important instrument to reduce regional disparities. However, in the first two years of the Fifth Plan the Programme could not attract sufficient

outlays due to overall constraints of resources and priorities given to other programmes of development. In order to ensure effective implementation of the programme, it has been impressed upon the concerned Central Ministries and the State Governments to evolve suitable procedures for monitoring. However, a systematic review of the physical performance of the Programme is yet to be made.

An Appraisal:

An important aspect of implementation of the National Minimum Needs programme is the provision of services at location-specific points. This needs careful spatial planning; otherwise it would lead to duplication and wasteful effort. It is in this context that the methodologies evolved during the 'pilot project exercises on growth centre planning for rural development' are of great importance. Our examination of the various plans made by the State Governments at district and area levels shows that adequate attention to this spatial aspect of planning has not been given in these planning exercises.

THE SCHEMES OF RURAL ELECTRIFICATION

Provision of electricity is a very important component of infrastructure for the development of an area. Rural electrification which is the concern of the State Governments was neglected in the past due to resource constraints. This had an obvious implication in worsening the rural, urban and regional disparities. With a view to promote electrification of the rural areas, the Rural Electrification Corporation was established in 1969. It is essentially a financial institution and extends loans for the schemes of rural electrification submitted by the State Governments. At present the Corporation has a vast area of operation. In the draft Fifth Five Year Plan an outlay of Rs.1,098.24 crores has been provided for rural electrification with the following break-up:

	(Rs. crores)
Normal State Development Programme	425.91
Rural Electrification Corporation Limited	400.00
National Programme of Minimum Needs.	272.33

It is envisaged that as a result of the above investment about 1,10,100 additional villages will be electrified and 15 lakh additional pumpsets would be energised.

Extension of electricity to the rural areas would require that the area needs are first assessed and priorities

are determined. This requires adequate knowledge of the various developments envisaged in an area, because the rural electrification programme cannot be conceived in isolation. The primary considerations which are important in this context are:

- i) Level of economic development as indicated by the pattern of per capita income.
- ii) Irrigation facilities - existing and potential.
- iii) Intensity of rainfall and the extent of farming.
- iv) Susceptibility of drought or flood.
- v) Availability of other infrastructure.
- vi) Geographical location.
- vii) Level of electrification already achieved.

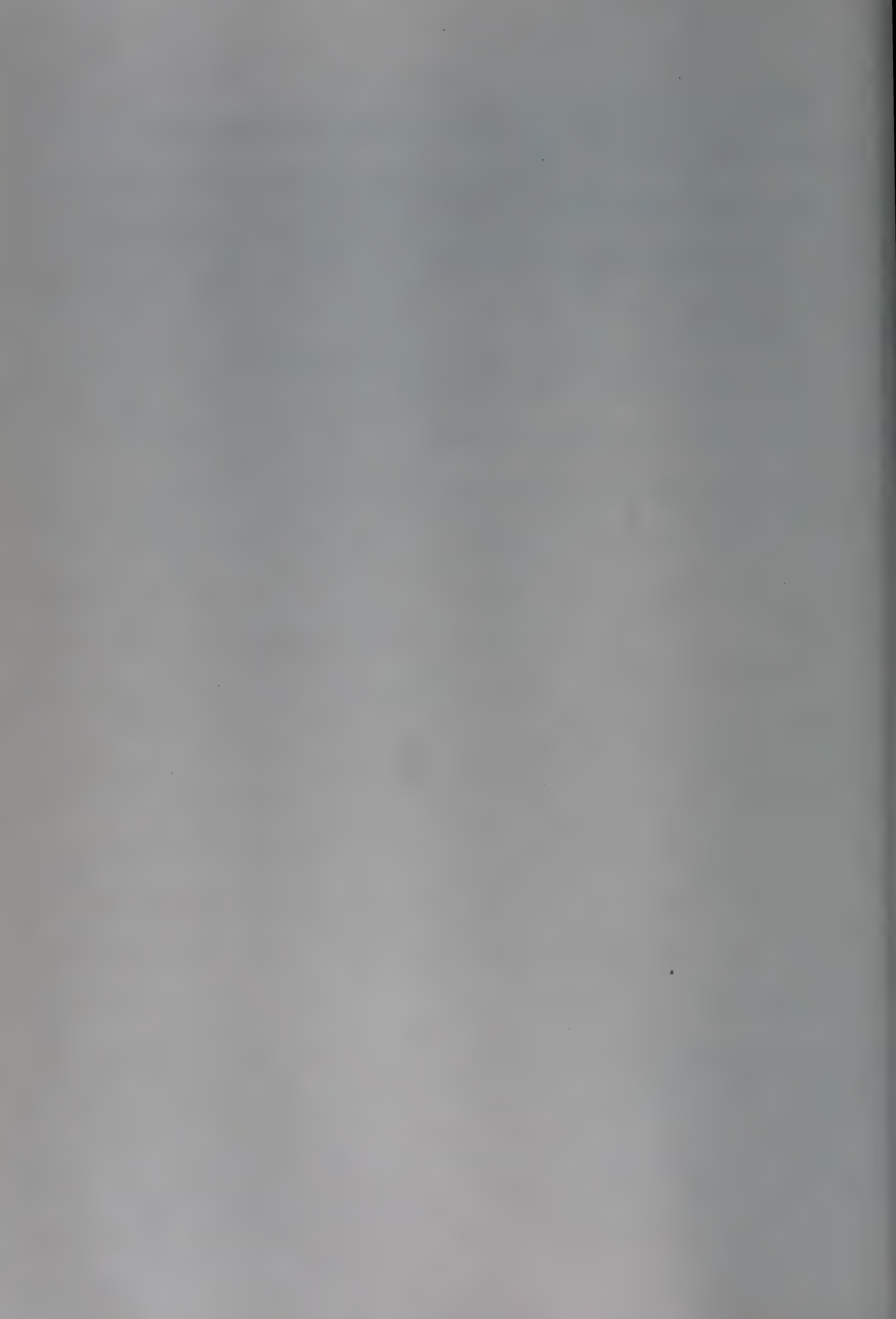
All the above considerations are taken into account for determining priorities. On this basis the schemes are classified under the following categories:

- a) Ordinary Advance (OA)
- b) Ordinary Backward (OB)
- c) Specially Under-developed (SU).

While extending financial assistance, the loans are advanced on softer terms to the latter two categories with respect to lower rates of interest and period of repayment.

Thus, it may be seen that the success of a rural electrification programme would very much depend upon the

identification of priority areas and assessment of local needs. Obviously in this task coordination with a number of various sectoral programmes of development agencies is involved. If a total development frame for the district is available, it will serve as the best guide and would facilitate effective coordination. It cannot be overemphasised that individual area specific development programmes of this kind would function most effectively in the presence of an effective machinery at the district level capable of linking up all developments and preparing a total development frame.



Chapter VI

THE SUB-PLAN APPROACH TO AREA DEVELOPMENT

One of the greatest innovations in planning at the sub-national levels during the Fifth Plan period is the emergence of the concept of the sub-plan. The sub-plan has been conceived as a smaller plan for specific areas within the State plan. This concept has led to the disaggregation of State outlays area-wise, which is a major departure in our planning procedures. For the first time, horizontal integration of plans at the area level has been accorded great importance.

In our review, we had noted that developmental efforts through area specific programmes attempted so far have been generally partial. The area specific programmes being operated through remote control by agencies at the State or Central levels are carrying with them their own rigidities and are not permitting of adaptations, flexibilities and making of funds. All these have meant that even where comprehensive development on an area basis is being attempted, it has mostly tended to become only an arithmetical summation of sectoral programmes.

The sub-plan concept envisages a total picture of the development of an area. It seeks to ensure that all activities of Government and semi-government organisations, financing and credit institutions, and special sectoral programmes are fully integrated so as to present a total picture of the

development of the area.

The distinctive features of the sub-plan are:

- i) It caters to the special needs of the designated areas.
- ii) It employs a total (as against sectoral) approach to problems of the area.
- iii) It accepts the uniqueness of the problem of each viable area and community and formulates programmes with reference to it.
- iv) Its resources will be the sum total of resources of the State Plan for the sub-plan area, the Central Sectoral outlays, special central assistance and institutional finance.

The sub-plan concept has been applied to selected tribal and hill areas in the country during the Fifth Plan. It is still in an experimental stage and the procedures, planning techniques, etc. are still evolving. An account of the sub-plans for the tribal and hill areas is given in the sequel.

Tribal Sub-Plans:

The problem of tribal development has assumed added significance in the context of the high priority accorded to social justice in our new planning effort. In the light of the past experience, during the Fourth Five Year Plan period it was realised that the problem of scheduled tribes living in compact areas is essentially that of economic development of those areas and of integrating their economies with that

of the rest of the country. Area development by itself, however, will not be sufficient; area development must proceed in consonance with the development of the people of the region. Therefore, the task of tribal development encompasses the social and economic development of the tribal people through a phased and a time-bound integrated area development and other programmes suiting the genius and the economic situation of the people, ensuring progressive elimination of all forms of exploitation and ensuring a move towards the goal of equality and justice. This should enable them to join the mainstream of national life as equal partners, enriching its variety and giving it a new strength. For achieving this objective, it will be necessary to articulate the objectives in terms of definite policies, administrative actions and socio-economic programmes. It is with this idea that separate sub-plans for identified compact tribal areas in the country have been introduced during the Fifth Plan.

The tribal population in the country according to 1971 Census was 3.8 crores which is about 7 per cent of the total population. However, there are large areas of tribal concentration. The programmes for the welfare and development of the tribal people up to the Fourth Five Year Plan have had a limited coverage. The major schemes included in the Central sector were those of post-matric scholarships, tribal girls' hostels, tribal research and training, pre-examination

training, tribal development blocks and cooperation including forest cooperatives. No systematic evaluation of the impact of these schemes is available. Out of these schemes, only Tribal Development Blocks had an 'area slant'. These were organised on the pattern of community development projects, but were confined to small unit areas with more than two-third tribal concentration. These programmes in practice became too rigid although varying conditions demanded different approaches to the tribal problems. The Tribal Development Blocks were also found to be too small units for undertaking large investment programmes in infrastructure and socio-economic development. It was also accepted that in the areas of tribal concentration, the programmes of development should be organised along the lines of the integrated area development approach. Therefore, in the Fifth Five Year Plan, it was decided to make a major thrust on the problems of the tribals by implementing sub-plans for them. Such plans have been envisaged to prepare in a comprehensive manner, strategies for the development of the areas with detailed outlines of physical and financial aspects of the programmes in a legislative and administrative frame. All activities of Government and semi-government organisations, financing and credit institutions and special sectoral programmes are being envisaged to be fully integrated into the sub-plan which are intended to present a total picture of the development of the tribal region. In order to cater to

the problems of the isolated primitive tribes which would otherwise fall outside the scope of such plans, it was provided that in the Sub Plans, special programmes for benefiting such communities should also be included.

The long-term objective of the Sub Plans have been stated as under:

- i) To narrow the gap between the levels of development of the tribal and other areas;
- and
- ii) to improve the quality of life of the tribal communities.

Among the immediate objectives included are the elimination of exploitation in all forms, speeding up of the process for social and economic development, building up the inner strength of the people and improving their organisational capabilities.

The contents of these sub-plans are as under:

- i) Identification and demarcation of areas of tribal concentration;
- ii) Identification of socio-cultural barriers and promoters of change and development;
- iii) Assessment of potentialities, special problems and felt-needs of the tribal areas;
- iv) Assessment of the resources available for the tribal Sub Plan from the normal plan funds, special Central assistance and institutional sources.
- v) Formulation of sectoral programmes; and

- (vi) Devising a suitable administrative set up.

The Sub-Plan areas are being defined as those where at the level of taluka/tehsil/blocks, the concentration of tribal population is more than 50 per cent. The areas, so identified, are further broken into macro and meso and micro areas also keeping in view the physical features and levels of development etc. Micro areas normally coincide with the development block; meso areas are co-terminous with districts/sub-divisions/tehsils; Macro areas may be revenue divisions (i.e. group of administrative districts). At the macro level, the planning functions comprise of detailed project formulation for rural electrification, major and medium irrigation projects, arterial roads, apex cooperative organisations, processing industries etc. At the micro level, attention is paid to planning for social services, minor irrigation, agricultural extension and household industries. However, sufficient flexibility has been recommended to the State Governments for delineating these areas. For operational purposes, it has been envisaged that the tribal sub-plan areas would be further broken into viable project areas which would constitute a further exercise.

It would appear that considerable resources would be required to implement the tribal sub plans due to their comprehensive coverage. In order to facilitate the State Governments in this respect in the Draft Fifth Five Year Plan, it

has been decided to make available Rs.200 crores by way of special Central assistance to the State Governments for these plans. The remaining resources, however, have to come from the allocations from their respective normal plans and the institutional finance. The allocations of special central assistance for the Fifth Plan period are being finalised at present. The assistance released during the first two years of the Fifth Plan for each State is furnished in Annexure X enclosed. The Tribal Sub Plans are being prepared for 16 States and 2 Union Territories. The coverage of the Sub Plans is indicated in Annexure XI.

The introduction of the sub-plan concept has necessitated many important changes of a far-reaching nature in the administrative/organisational structure. The following may be particularly mentioned:

1. The quantification of outlays from State plans for tribal areas have been done for all States keeping in view the population, extent of backwardness and the geographical area of the sub-plan region.

2. A separate budget head has been created in many States for the entire sub-plan outlay. This has rendered the outlays for these areas non-divertible. Appropriate accounting procedures and procedures for inter-sectoral reappropriation etc. are being evolved.

3. Each State Government is devising its own administrative structure suitable for implementation of sub-plan. A high powered body, preferably a Cabinet Sub-Committee at the State level with the responsibility of formulation of plan frame and giving a general policy direction during its implementation is being considered by many State Governments. For implementation at the field level, a single line of authority having adequate delegation of powers has been proposed. It has been suggested that the popular participation in decision making and implementation of the plan may be appropriately built-in at different levels without, however, allowing to dilute the responsibility of the chain of command in the administrative structure.

4. Important changes in personnel policy are also being envisaged. State Governments are trying to identify dedicated persons who have the competence and the correct attitude as well as the correct emotional involvement with the work in tribal areas. Some incentives or compensation for those who have to work in such difficult areas are also being contemplated.

In the formulation of the sub-plan, special effort is being taken to design the programmes such that they are specially suited to the communities living in these areas and intended to tackle the problems faced by them. The criteria are that they should benefit the common man, particularly the weakest group, are quick yielding and are easily

assimilable by the average tribal. Special problems like the problem of shifting cultivation, bonded labour and land alienation and programmes relating to credit and marketing, forestry and road are given great importance. In order to draw up the details of the sub-plan in district micro-areas and implementing programmes at the project area level, an organisation known as the Integrated Tribal Development Project (ITDP) has been envisaged. The ITDPs are being constituted in many States in the sub-plan areas. Thus the sub-plans for the tribal areas, together with the detailed plans of the I.T.D.P's constitute the new development strategy for the tribal areas in the country.

Sub-Plans for the Development of Hill Areas:

Geographically, hill areas of the country account for one-eighth of its total land area. However, the population is only about 2 crores. The hill areas of the country have in the past been neglected in the process of economic development due to their difficult terrain, high cost of implementing development projects and lack of entrepreneurial and organisational skills. The States and Union Territories in which significant hill areas are found are Jammu & Kashmir, Himachal Pradesh, Uttar Pradesh, West Bengal, Tamil Nadu, Assam, Meghalaya, Manipur, Nagaland, Tripura, Mizoram and Arunachal Pradesh. The main causes of backwardness of the hill areas are

- a) Uneven distribution of productive resources.
- b) High cost of infrastructure development and provision of social facilities.
- c) Lack of knowledge about resource endowment.
- d) Absence of integrated and coordinated development effort in the past.
- e) Inadequate appraisal and review of the past impact of the development schemes.

In March 1965, a Committee of the National Development Council decided that measures should be taken to accelerate the process of development in hill areas. For purposes of special attention, the following areas were identified:

- a) Jammu & Kashmir All districts
- b) N.E.F.A. (Arunachal Pradesh) - do -
- c) Nagaland - do -
- d) Manipur - do -
- e) Himachal Pradesh Kangra, Simla and Lahaul and Spiti.
- f) Uttar Pradesh Uttar Kashi, Chamoli, Pithoragarh, Tehri Garhwal, Garhwal and Almora.
- g) Assam United Mikir and North Cachar Hills.

Districts of Garo Hills, United Khasi and Jaintia Hills (now under Meghalaya) and Mizo Hills (now Mizoram).

Madràs (Tamil Nadu) Nilgiris.

West Bengal Darjeeling.

For the hill areas of U.P., Assam, Tamil Nadu and West Bengal which were parts of larger States, the Committee recommended that the schemes/programmes for the hill areas of these States should be separately presented in the Fourth Five Year Plans of these States. Further, in order to encourage plan investment in these areas, special patterns of Central assistance (with higher grant component) were provided for these areas. The grant component in central assistance for the hill areas of Uttar Pradesh, Tamil Nadu and West Bengal was placed at 50 per cent, while for Assam and Nagaland, it was fixed at 90 per cent. To the other States of Jammu & Kashmir and Nagaland (and also Assam), it was considered that adequate ad hoc allocations of Central assistance in the Fourth Five Year Plan should be made, to give them a reasonable plan size. Subsequently, the Ladakh region of Jammu and Kashmir and Lahaul and Spiti and Kinnaur districts of Himachal Pradesh were also provided with a liberal pattern of central assistance consisting of 90 per cent grant and 10 per cent loan.

No systematic review of the impact of the above facilities on the economies of these States is available, but it is obvious that these must have resulted in facilitating the development of the hill areas to some extent. However, experience of the previous plans has shown that besides earmarking and facilitating investments in the hill areas, it would also be necessary to prepare integrated plans for their

development. In the context of the Draft Fifth Five Year Plan, it was, therefore, decided to have Sub-Plans for the hill areas. In view of the different socio-economic and physical characteristics of these areas, no set guidelines for determining priorities in their Sub-Plans were given to the States. However, while considering the contents of the respective Sub-Plans of the hill areas, due attention has been given to their special features and requirements. At present, hill areas sub-plans are being prepared for Assam, Tamil Nadu, Uttar Pradesh and West Bengal. In the Draft Fifth Five Year Plan, an amount of Rs.180 crores of special Central assistance for supplementing the efforts of the State Government has been provided for the Sub-Plans. This, however, also includes provisions to be made for the development schemes in the Western Ghats region. In order to ensure that the special Central assistance is really additive and not substituted, the amounts of special assistance are being sanctioned to the State Governments on the condition that specified amounts of outlays would be provided for hill areas development from their normal plans. A statement indicating the amounts of special Central assistance and outlays envisaged from the normal plan towards the sub-Plans of Hill Areas may be seen in Annexure XII.

At present, special hill area development programmes

are implemented in the following hill areas: ¹⁴

- i) U.P. Hill Areas comprising the districts of Almora, Pithoragarh, Dehra Dun, Garhwal, Chamoli, Nainital, Tehri Garhwal and Uttarkashi.
- ii) Assam Hill Areas comprising the districts of Mikir Hills and North Cachar Hills.
- iii) The Darjeeling District in West Bengal.
- iv) The Nilgiris District in Tamil Nadu.

The hill area programmes place adequate emphasis on exploiting the indigenous resources of the hill areas through specially designed programmes for the development of horticulture, plantations, agriculture, animal husbandry, poultry, bee-keeping, forests, soil conservation and suitable village industries. The focus is essentially on a package of activities that could be absorbed by the local people and in themselves interact to produce the desired results. Strengthening of the cooperatives or farmer's service societies has been given great importance. In forestry programme, production forestry such as the plantation programme has been emphasised. In the horticultural programme, it is not merely the development of orchards, but tying them up with marketing has been emphasised. In some of these hill areas there is an element of tribal population also and practices like Jhum

14. Hill States which are wholly hilly like Himachal Pradesh, Meghalaya, etc. are not included under these special programmes, as their special interests are already being looked after in their State Plans.

cultivation are prevalent. In this context, special programmes have been devised to prevent Jhum cultivation and to rehabilitate the tribal population in settled agriculture. For example, in the Assam Hill Area development plan, the corner-stone of the plan is a composite programme including land reclamation, soil conservation, provision of minor irrigation, supply of agricultural inputs and rehabilitation of the Jhummers. This programme also includes a scheme of developing plantations of coffee and rubber (cash crop plantations) and rehabilitating the Jhumiyas in such plantation agriculture, making them progressively owners of the plantation estate. So far, no perspective plans for the hill areas have been drawn up. Even the Draft Fifth Five Year Plans for these areas have been drawn up on a very ad hoc and tentative basis. As the fore-runner of a perspective planning exercise, techno-economic surveys have been initiated in these areas.¹⁵ Adequate planning machinery equipped with skills is not available. In the case of U.P., there is a hill development Board with some complement of staff. For other areas, the plans are departmentally prepared.

15. A techno-economic survey of the Darjeeling District had been recently completed by an Economic Planning Team drawn from the Calcutta Metropolitan Planning Organisation and the Siliguri Planning Organisation, Government of West Bengal (September 1975). A techno-economic survey of Assam Hill Areas has been undertaken by the Gauhati University.

Chapter VII

STATE GOVERNMENTS' EFFORTS TOWARDS AREA DEVELOPMENT

According to our national policy the main responsibility for the development of backward areas in the country is on the State Governments. The Central Government plays a supplementary role making some special allocations for specific areas, by providing technical support in respect of planning as well as programme development, by channelising institutional resources on a priority basis etc. Therefore, apart from the various Central sector programmes and other special programmes sponsored by the Central Government, the State Governments are making their own efforts towards area development. The State Governments are keen about area development because they want to reduce the intra-State imbalances within their territories. It has been realised now, more than ever before, that area development programme should form the spearhead of strategy for narrowing down regional disparities. The emphasis and the content of the area development programmes naturally differ from State to State. Some States like Andhra Pradesh have taken steps for preparing integrated regional plans for their regions. Some State Governments have also created new institutional structures for the development of their backward areas. The creation of the Chotanagpur-Santhal Parganas Development Authority in Bihar is an example. Each State Government is

also providing certain concessions and incentives for industrial development. This is apart from the Central schemes of concessional finance and investment subsidy schemes. District planning has been emphasised by the Planning Commission as the means to bring about integrated development at the district level. But district planning is still evolving in the various States. Some States like Maharashtra have made significant advances in this direction while certain others are still experimenting with the methodology for a district planning exercise.

In the subsequent paragraphs, an attempt has been made to provide a brief account of the various efforts being made by the State Governments towards area development. This is intended only as a descriptive account and no attempt has been made to evaluate the experience of the various State Governments. In fact, this is a task for the future.

Andhra Pradesh:

1. Efforts are being made to evolve strategies for regional development and area planning. Planning and Development Committees have been set up for Telengana, Rayalaseema and Coastal Andhra. Preliminary regional profiles have already been prepared.

2. During Fourth Five Year Plan and in 1974-75, 10 per cent State's Plan outlay was allocated among Telengana,

Rayalaseema and Coastal Andhra in the proportion of 5:3:2 corresponding to their backward areas.

3. Under the Six-Point Formula, accelerated development of 151 identified backward taluks has been taken up. During the Fifth Plan period, special Central assistance of Rs.90 crores has been agreed for this programme which is intended to be supplementary to the normal Plan outlay for the backward areas.

4. For promoting industries, the State Government are providing the following incentives/facilities:

- (i) New units set up in the backward districts as also the units established in villages covered by Irrigation projects are eligible for sale or lease of Government land at a concessional rate and for grant of financial assistance on a priority basis.
- (ii) Andhra Pradesh State Financial Corporation (APSFC) provides loans on a concessional rate of 7 per cent.

Assam:

The two hill districts of Mikir and North Cachar Hill which are relatively backward are covered by the Hill Areas Sub-Plans. The tribal population as well as people belonging to other backward classes are interspersed all over the State and are benefitting from the programmes for special classes and the plan in general.

Bihar:

1. The special problems of the backward areas, viz., plateau areas of Chhotanagpur and Santhal Parganas and North Bihar have been recognised and within the constraints of resources, suitable programmes of development of Agriculture, Flood control, infrastructural facilities and promotion of industries are being envisaged.

2. A regional authority for Chhotanagpur has been set up.

3. For promotion of industries, Area Development Authorities in the backward regions have been set up.

4. The Bihar State Financial Corporation (BSFC) offers loans to the entrepreneurs at concessional rate of $6\frac{1}{2}$ per cent with amortisation period of 10-12 years.

Gujarat:

1. The State Government has asked the Departments to pay special attention to the 56 identified backward talukas for their accelerated development. Out of these, 30 backward talukas (excluding 26 talukas covered by the Tribal Development Blocks) are getting a special annual allocation of Rs. 1 lakh each since 1968-69. The Balanced Development Committee (1970) had considered certain talukas as more backward in specified fields of infrastructure, e.g., Irrigation, Roads, Power and Industries. Special programme for them was initiated towards the end of the Fourth Five Year Plan with

a provision of Rs.150 lakhs.

2. In the Fifth Plan period, these programmes are being continued in a modified form in 31 talukas with a special annual provision of Rs. 1 lakh per taluka.

3. In order that works in the backward areas do not suffer for want of prescribed population contribution, the State Government has relaxed the norms of population contribution in regard to selected items of development like check dams, percolation tanks, lift irrigation, approach roads, etc. Similarly, cost-benefit criterion for minor irrigation works has also been removed for certain areas.

4. The Government is subsidising 20 per cent of losses on the electrification of 200 Harijan Bustis for three years besides sharing 50 per cent of the cost on this scheme.

5. Programmes for special problem areas like flood control have been taken up. Besides drawing up special programmes for the backward areas, the State Government is concerned with the need for monitoring and evaluation of these programmes.

6. For promoting industrial development, the State Government is giving following incentives/facilities:

- i) In the 10 backward districts where industrial estates programme is in operation, the GIDC allots sheds on the payment of $12\frac{1}{2}$ per cent

compared to 25 per cent elsewhere. The balance $12\frac{1}{2}$ per cent is recovered by instalments in two years and remaining 75 per cent in monthly instalments over a period of 10 years.

- ii) Industries in the backward districts are offered loans by GSFC at the concessional rate of 7 per cent.
- iii) In the matter of purchase of machinery, GSIC charges only 5 per cent as interest money compared to usual 20 per cent and service charges at 3 per cent compared to the usual 5 per cent.

Haryana:

1. In the Fourth Five Year Plan, an expenditure of about Rs.42 crores was incurred on certain schemes of special significance for the backward areas of the States. These schemes were generally belonging to the sectors of Agriculture, Soil Conservation, Animal Husbandry, Dairy Development, Minor Irrigation, Lift Irrigation, Rural Industry and Rural Water Supply. In the Fifth Five Year Plan period, this approach is being continued. Special attention to the development of backward areas is also envisaged to be given in other spheres of the State's normal Plan.

2. The following incentives/facilities are being given to the backward areas for industrial development:

- i) New units in the identified backward taluks and tehsils are exempted from payment of electricity duty.
- ii) The period of concessions and benefits in respect of electricity duty, octroi and interest-free loans to the units in these areas is 7 years.
- iii) Loans are also offered at a concessional rate of 6 per cent for establishing industries in the backward areas by Haryana Financial Corporation.

Himachal Pradesh:

Increasing attention is sought to be given to the backward areas by the State Government. A major effort has been made in the preparation of integrated plans for all the districts of the State which will also take care of the problems of the individual backward areas. For promoting industries, the Himachal Pradesh Financial Corporation offers loan assistance to industries in the notified backward regions at a concessional rate of interest of 7 per cent.

Jammu & Kashmir:

1. The priority programmes being implemented in the backward areas relate to animal/sheep husbandry, fodder development, soil conservation, horticulture development, roads and social services.

2. The State Government have taken up intensive development of Ladakh region during the last three Five Year Plans.

Separate Sub-Plans have now been prepared for the other backward areas also.

3. Special incentives have been provided to attract talented Government servants to serve in the backward areas.

4. Reservation has been made in the rules to secure adequate representation of backward areas and classes in respect of Government jobs and admissions to institutions of higher and technical education.

5. The following incentives/facilities are being provided for promoting industries in the backward areas:

- i) The State Government develops industrial areas with necessary infrastructural facilities and leases out the plots initially for a period of 25 years with a provision of 2 renewals of the lease period of equal duration.
- ii) Power generated by units for self-consumption is exempted from levy of electricity duty.
- iii) Interest-free loans are advanced for the acquisition of generating sets: 25 per cent of the amount is treated as subsidy and the balance 75 per cent is recoverable in yearly/half-yearly instalments over a period of 7 years. For the first five years, the new industries are exempted from payment of sales tax.

Karnataka:

1. On the basis of 22 indicators, the State Government has categorised the various areas as highly developed, developed, close to State average, backward and highly backward. District Plans are being prepared for all the districts wherein the problems and weightage to backward areas in the allocation of plan outlays will be considered.

2. In the industrially backward districts, the following additional incentives/facilities are being provided by the State Government:

- i) The down payment for loan offered by the Karnataka State Industrial Areas Development Board will be 10 per cent as against 20 per cent in the case of other districts. The balance amount is payable in 10 equal annual instalments with interest.
- ii) Exemption from sales tax in respect of capital goods purchased within the State.
- iii) The Karnataka State Financial Corporation accepts equitable mortgages in all cases not covered by Government exemption from stamp duty in respect of loans sanctioned to industries.
- iv) The concessional refinance given by IDBI to the State Financial Corporation for new units in backward areas is supplemented by a further subsidy of interest by 1 per cent by the State Government.

- v) Under the Engineer Entrepreneurs Training Programme, interest subsidy scheme by Government of India in which the Government of India provides the difference between interest rate of 5 per cent per annum and the normal rate of interest charged on the loans advanced by financial institutions as subsidy, the duration of the scheme is 5 years in respect of the backward districts whereas the duration is three years in other districts.
- vi) The rentals of industrial estates constructed by State Government are considerably less for backward districts than in other districts.

Kerala:

1. In the Draft Fifth Five Year Plan, the State Government have stated the approach as consisting of judiciously identifying the backward areas at levels lower than the district and paying special attention to them in the allocation of the divisible portion of the State Plan outlay given the resource constraints.

2. State Government had appointed Kasargode Development Committee which made recommendations for various fields such as communication, transport, health, education, industries, irrigation, housing, etc. Many of these recommendations have already been implemented. Schemes for the development of Wynad and other areas are under preparation and would be

implemented on a priority basis.

3. The Kerala Financial Corporation gives leases to small scale units in the specified backward districts at a reduced interest rate of 7 per cent with repayments spread over a period of 15-20 years.

Madhya Pradesh:

1. The Draft Fifth Plan of the State had informed that additional weightage will be given to backward areas in the allocation of sectoral outlays and that the proportion of expenditure in the backward and advanced districts would be in the ratio of 60:40. The criteria for distributing divisible plan funds among the various districts have been so devised that economically and otherwise backward districts get weightage in the flow of such funds.

2. The Draft Fifth Plan of the State also stated that the area development programmes would form the spearhead of strategy for the reduction of intra-State imbalances. Stress is laid on development of agriculture with special attention to the small and marginal farmers. Emphasis has been laid on locating SFDA/MFAL agencies in the backward areas of the State. The other priority programmes consist of extension irrigation, electrification of rural and backward areas, development of roads and increased provision of education and health facilities.

3. Strengthening of planning machinery at State and district levels is also considered a contributing factor.

4. For adequate industrial development in the backward areas, at least two large/medium scale industrial units are proposed to be established in each backward district.

5. In order to provide necessary incentives/facilities for the development of industrially backward areas, concessions for granting land on long-term lease on easy terms, supply of water on subsidised rates, exemption from octroi, power subsidy, capital and interest subsidy and sales tax subsidy have been given in the past and are being continued in the Fifth Plan period.

Maharashtra:

1. Special attention in the allocation of plan outlays is being given to backward areas. Besides, economically backward districts, conscious policy for the development of hill, drought prone, tribal and industrially backward areas is being followed.

2. The district has been adopted a unit of planning. In the draft Fifth Plan, the State Government had proposed to formulate perspective Plan for each district so that imbalance in development between districts and areas in the same district are steadily removed to the extent possible.

3. For development of industries, the State Government

essentially functions through its corporations. The Maharashtra Industrial Development Corporation is responsible for developing infrastructural facilities and has set up several industrial areas in the backward districts. In order to attract industries in such areas, the Corporation has adopted the policy of levying differential prices for lands in the developed as against the developing areas. The State Government is implementing a package scheme of incentives through the State Industrial and Investment Corporation of Maharashtra. Under this scheme, incentives that amounting to Rs.30 crores are proposed to be given in the 13 industrial backward districts. The State Industrial and Investment Corporation of Maharashtra also renders assistance as a financial agency to industrial units coming up in the developing areas. The State Government are also seeking convergence of efforts for the development of industries in the selected growth centres for which re-demarcation of areas covered under the Central Scheme of 15 per cent Investment Subsidy has been sought.

Manipur:

1. Although the entire State has been identified as economically and industrially backward, some of the areas are recognised to be more backward, particularly the West District. Nearly one-third of the total Plan outlay is allocated to the more backward areas. Integrated Area

Development Project has been formulated in the Manipur West District for providing better alternative to the existing pattern of community and tribal development. In the Normal Plan, the State Government are trying to incorporate suitable programmes for Jhum cultivation, provision of roads and communication facilities and adequate development of social and community services. Besides through the convergence of class and place priorities, the concessions and special facilities given to the scheduled castes/scheduled tribes population in the State are also expected to benefit the backward areas.

Meghalaya:

Although the entire State is considered to be backward, in the specially and more backward area, particularly on the border of Bangladesh, are proposed to be given special attention. For this purpose, in the Draft Fifth Five Year Plan, the State Government had proposed to prepare 13 to 16 special projects for accelerated development. A project profile of schemes to be undertaken in the border areas is being drawn up. The State's Draft Fifth Plan programmes contains a tentative allocation of Rs.5.80 crores for rehabilitation of the economy of the border areas.

Nagaland:

In the Draft Fifth Five Year Plan, adequate emphasis has been given to attend to the needs of the backward areas

and pockets all over the State, particularly in the Tuensang district. Since the formation of the State, due to the backwardness of the district of Tuensang, special constitutional safeguards were provided for taking special care to the needs of the district for a period of 10 years. Even after the expiry of this period, it is proposed to continue giving special treatment to Tuensang and other backward pockets in the State.

Orissa:

1. In the Draft Fifth Plan of the State, it has been stated that it is not possible in one plan to obviate all the regional imbalances but each Department is trying to locate the backward areas and pay special attention to them.

2. For promoting industries, the following incentives/facilities are being given.

- i) Loan is given by the State Government to the industrial units in backward districts at one-third of the market rate.
- ii) Orissa State Financial Corporation offers concessional assistance to industries in the backward districts by way of lower interest on loans (6 per cent), reduced margins 15 to 25 per cent and longer repayment period (15 year).

Punjab:

For the backward areas, viz., sub-montane border, belt and other backward areas, high level Advisory Councils have been set up. Each of the Councils has a Implementation Committee with Chief Secretary as its convener to review the progress of all schemes, and make periodical reports to the Council. Separate Sub-Plans for these areas have been prepared for 1975-76. The State Government have decided to allocate 40 per cent of divisible portion of plan outlays to these areas.

2. Punjab Financial Corporation grants loans at 2 per cent below the normal rate of interest for establishing/expanding industries in the notified backward districts.

Rajasthan:

Although no areas have been formally identified as economically backward, special programmes at the instance of Central Government are being implemented in drought prone and tribal areas. The State's Draft Fifth Plan, however, informs to implement Integrated Drought Proof schemes in the desert districts. In the Fifth Plan period, it is further proposed to identify economically backward districts on the basis of carefully chosen economic indicators. Earmarked funds are proposed to be provided in the State Plan for stepping up the level of development of these backward

districts in the sub-sectors where they have been identified as backward. The sectoral plans would be so prepared as to ensure that the programmes for backward districts receive adequate attention.

Sikkim:

All the four districts of the State have been identified industrially backward. The State Government is yet to consider the question for developing its more backward areas by providing special incentives/facilities, etc.

Tamil Nadu:

Although the State Government have identified a number of talukas as economically backward, the special efforts for their development in the normal State Plan have not been spelt out. However, in order to promote industries in the backward areas, besides the Central schemes of facilities, the State Government are providing the following facilities:

- i) Sanction of interest-free sales tax loans to major and medium industries in the backward districts.
- ii) Concessional power tariff for new industries to be set up in the backward talukas.
- iii) Water royalty concessions for new industries to be set up in the backward districts.
- iv) Development of growth centres.

- v) Provision of infrastructural facilities to the growth centres.

The future plan of the State Government is to identify and develop additional growth centres.

Tripura:

Although the entire State is backward, the hill districts and the areas having tribal concentration are more backward. The State Government is aware of the major problems of backwardness, viz., shifting cultivation and absence of infrastructural facilities and heavy pressure on agricultural land due to rehabilitation of displaced persons from Bangladesh. In the State Plan, therefore, attention is sought to be given to these aspects. Besides, in the Draft Fifth Plan, a massive scheme of reclamation of Government land for resettlement of tribal people has been proposed.

For promotion of industries, the State Government have already issued instructions to Planning and Coordination Department to indicate the various steps - organisational and institutional for this purpose.

Uttar Pradesh:

1. Since the inception of the Third Plan, the State Government has been making serious efforts to correct regional imbalances and improve the conditions in the backward areas which comprise 46.7 per cent of State's population. In the

Fourth Plan period, 52.5 per cent of the divisible portion of State Plan outlay was allocated to such areas. In the Fifth Plan period, keeping in view the special problems and requirements of these areas, 57 per cent of the divisible plan outlay is proposed to be allocated to them. The strategy consists of provision of basic infrastructural facilities like roads, irrigation and power allocation for production programmes in a manner leading to higher productivity levels in such areas. The State Government have already got prepared regional profiles which identify the problems, potentialities and priorities of development.

2. Certain regional Corporations/Boards have been set up like Poorvanchal Vikas Nigam, Bundhelkhand Vikas Nigam, Parvatiya Vikas Nigam and Hill Development Board.

3. For the development of industries in the identified backward districts, the State Government are providing loans on concessional terms which are offered by the U.P. Financial Corporation to the small and medium-sized projects in the backward districts which include lower rates of interest (7-7½ per cent) with a rebate of 1 per cent to 1½ per cent for timely repayment), longer grace period (up to four years), longer repayment period up to 15 years) and reduced margin (15 to 35 per cent).

West Bengal:

1. In the Fourth Plan period as well as in the Fifth

Five Year Plan, the State Government have been providing separate outlays for the special and backward areas.

2. For accelerated development of such areas, the State Government have set up North Bengal Development Board, Sunderbans Development Board, Jhargram Development Board and Darjeeling Hill Areas Development Advisory Committee.

3. For promoting industries, the State Government provides 1 per cent interest subsidy on loans given by West Bengal Financial Corporation to the units having capital investment not exceeding Rs.20 lakhs. The Corporation has also decided to charge interest at a concessional rate of 6 per cent from small scale industrial units in the backward districts.

Andaman & Nicobar Islands:

The entire Territory is backward. However, in the normal Plan, attention is being given to the special problems in the various areas.

Arunachal Pradesh:

The entire Union Territory is backward and its overall development is being taken care of in the normal Plan.

Chandigarh:

No backward area has been identified.

Dadra and Nagar Haveli:

The entire Union Territory is backward and would

benefit by the plan programmes in general.

Delhi:

No backward area has been identified.

Goa, Daman and Diu:

The entire Union Territory with the exception of Panaji municipal area is considered backward. Besides the Central schemes/programmes, no special programmes have been informed by the Administration. However, the various areas would benefit by the plan programmes in general.

Lakshdweep:

The entire Union Territory is backward and would benefit by the normal Plan.

Mizoram:

The whole Territory is backward and is inhabited by the tribal people. Therefore, there are no special programmes for the backward areas and the plan programmes in general would contribute to the development of Mizoram.

Pondicherry:

No area has been declared as backward.

Chapter VIII

AREA DEVELOPMENT PLANNING: PROBLEMS AND PROSPECTS

In the foregoing Chapters, we reviewed the various programmes of area development, looked into their individual peculiarities as well as performance and highlighted certain interesting facts about them. This picture 'in fragments' may now be pieced together, so that we may have a close second look at our development fabric still in the making.

In the field of development planning, as in many other constructive fields, two different stages repeatedly appear: one in which the development experiment makes some new dents and the next phase when the knowledge and experience gained from such experiments are consolidated and systematically ordered. In the first step, ad hoc measures and intuition dominate over systematic effort and rigorous reasoning; in the second, systematisation and logical thinking go step by step to more concrete achievements. In fact, the greatest achievements have proceeded from some very muddled concepts and their crude experimentation in the field. The experiments that we are currently making in regard to area development in India are to be regarded in this light. Otherwise, the critical comments made by us about the working of these programmes are bound to make us grow pessimistic and even suggest measures that may be in the nature of retracing our

steps and "putting the development clock back" to its original position. But this is not our intention. We feel convinced that the steps taken towards area development are in the right direction. The new experiments will have to continue to evolve and expand. They have now to be consolidated and developed on healthy lines.

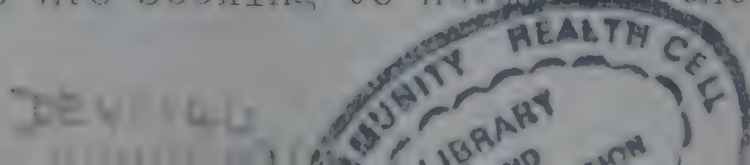
With these introductory remarks, we may now examine the specific issues and problems thrown up by our present review.

Our review took note of the various individual area specific sectoral programmes as well as the sub-plans for tribal and hill areas that are being formulated in the country. Throughout the discussion, three distinct problems stood out as prominent which are: (i) problems of integration and co-ordination, (ii) problems of organisation and (iii) problems related to planning techniques and planning machinery. In fact, the manner in which these three problems are going to be tackled in future would determine the ultimate success of the whole area development experiment in the country. We may now elaborate these problems a little further and examine the possible approaches to their solution.

(i) Problems of integration and coordination:

Our notes on critical appraisal appended to each of the individual programmes have repeatedly pointed to the inadequacies in this respect. The term 'integration and co-

ordination of plans' has various aspects. These are: synchronisation of programmes, integration of sectoral outlays, integration in time and space, administrative integration (i.e., integration of organisations) and financial integration. Very often integration is approached merely through administrative coordination. Our experience in this regard, however, has not been satisfactory. We would emphasise that while the unification of command concept which is implied in administrative integration is no doubt an important element in the strategy for implementation, however, is not adequate. A total programme of development of an area does not emerge through mere arithmetical summation. Our discussion of the various area specific sectoral programmes which have been conceived as "additive and supplemental" and are being operated with special executing authorities has clearly shown that such special allocations do not get easily assimilated in the total programme and the 'supplementation idea' is realized in practice only in a very narrow range. Our discussion has also clearly revealed that if integration is to be effective, all investment elements from different sources should converge at the district level and that the individual programmes should give up much of their rigidity in conception as well as execution. Inter-sectoral and intra-sectoral priorities at the district level cannot be conceived as a mere reflection of certain decisions taken at the national or State level. Therefore, when we are seeking to harmonise the



programme content as viewed by different sectoral/project authorities who are interested in a specific area with reference to their respective charges in the total developmental task, adequate flexibility and suitable adaptations are necessary at the integrating level. Where necessary, programmes have to be entirely cast anew to make it conform to local needs and peculiarities. These points have been emphasised again and again at several places in this report.

In as much as we cannot have a clean slate to start on a new strategy all over again, we must reckon with the existing realities of the situation today. Programmes like DPAP, SFDA, etc. will continue to be sponsored/initiated by the concerned Ministries/Departments. In fact, in our situation, such programmes are necessary to act as a filler of the missing elements in the development plans of the State Governments. All that we could emphasise in their context is that such programmes should take into account the wider issues of coordination and area development. To be fair to these programmes, we should also mention that the sponsoring agencies of these programmes have emphasised this aspect in varying degrees in the different programmes. For example, the DPAP, more than any other programme, has gone far ahead in emphasising comprehensive development within the district frame. The command area development programmes have emphasised up coordination in respect of irrigation, agriculture and alli

sectors. Various other programmes have sought to establish limited sectoral complementarities. The sub-plans for the hill and tribal areas, on the other hand, have been envisaged as totally comprehensive area development projects. In the actual implementation of all these programmes, however, divergences have occurred in varying degrees between precept and practice. These are, however, inevitable. It is our hope that the adjustments and changes proposed in our next chapter on District Planning (chapter IX) would, by and large, help in achieving a better integration of programmes at the district level.

ii) Problems of Organization:

Area development is as much a management as a development task. We have emphasized during our previous discussions that a suitable organisational structure is essential to realise its full potentialities. In backward area development in particular, the organisational set up can play the role of an innovator and pace setter for socio-economic change. In seeking organisational changes, it should be realised, however, that the disentanglement of the existing complex system which has evolved over a long period is an extremely difficult task. What is called for in our present situation is neither a total change of the existing apparatus nor even substantial addition to the existing administrative machinery, but optimal utilisation of existing structures.

The special area programmes today are being implemented by special agencies constituted for this purpose. We noted three models or formal structures in this context. One is that of a Registered Society under the Registration of Societies Act (e.g. T.D.A.). Here the society depends for its function on the delegation of powers by the State Government, since the articles of the Association cannot define the powers of a society. The second model that we noted was that of a statutory body e.g. the setting up of a Corporation under the Company Law (e.g., District Development Corporation set up in Dharmapuri District in Tamil Nadu for the DPAP programme). A statutory body inevitably tends to be rigid and may present difficulties in modifying its working so as to respond to changing situations. Thirdly, we have examples of an organisational set up created by an executive order (e.g. Command Area Development Authorities in several State Governments). Here much will depend on how in practice each State Government defines the functions of the new authority, delegates necessary powers and allows it to function effectively and expeditiously without unnecessary constraints from higher levels. Thus, we have noted that new structures in the management of development programmes are being evolved in the country.

Since different programmes have already adopted different models, we have no alternative but to live and work

with these structures now and adapt them to our current needs. What we need in this context is an "umbrella structure" that would absorb all these structures and effectively coordinate their functions. In devising such a coordinating mechanism at the district level, however, we would favour an organisation characterised by flexibility in original constitution, adaptability to the ever changing situation and endowed with adequate delegation of powers from the State Government. We have referred to the Maharashtra pattern in this regard in Chapter IX as an example. Each State Government, however, has to evolve its own pattern suited to its circumstances. In a federal set up like ours characterised by many diversities, no single ideal model could be held out as the pattern to emulate. But the general pattern of functions and powers which any organisational set up of this nature should engender has been outlined in this report.

iii) Problems related to Planning Techniques and Planning Machinery:

The comprehensive area development planning process involves (a) preparation of a long-term perspective plan, (b) preparation of medium-term and short-term area plans, and (c) preparation of action programmes. If these are to be formulated in a realistic manner, they must be informed by adequate knowledge of the inter-relationships and interactions of the major components of the socio-economic system.

In operational terms, we may conceive of seven steps in this planning process. These are:

- i) Diagnosis (analysis of present situation)
- ii) Macro framework building (enunciation of development strategy).
- iii) Sectoral projection.
- iv) Inter-sectoral coordination.
- v) Spatial integration and plan finalisation.
- vi) Formulation of action programmes.
- vii) Implementation planning (including monitoring and management).

All the above steps are mutually related operations and they dovetail into one another. In fact, they must be viewed as a unified system of actions in the process of planning. To draw up a satisfactory comprehensive area development plan involving all the steps mentioned above and entailing the preparation of long-term, medium-term and short-term plans as well as action programmes, a multi-disciplinary planning team will be required.

At present, the exercise on area development planning is confined to the preparation of medium-term (five year) and short-term (annual) area plans and preparation of action programmes. The preparation of long-term perspective plans have not been taken up for any area so far, although it is realised that this should be done. The absence of a long-term perspective plan to guide short-term and medium-term plans must, therefore, be noted as an important gap in our current planning exercises. In the medium-term and short-term plans which

are currently prepared, we find that the analytical part of plan formulation process does not follow the various steps of systematic planning. There are very few studies undertaken to provide a scientific diagnosis of the problems of the area. There are practically no exercises in scientific prognosis and no attempts at location analysis and spatial coordination of programmes. The plans are initially formulated at the State level by putting together a number of schemes formulated by different departments. When these plans are discussed in the Planning Commission, an attempt is made to order some priorities and achieve some inter-sectoral coordination among these programmes. The spatial dimensions, however, are grossly neglected. For instance, in the implementation of the basic minimum needs programme, the location where a particular service will be provided is an important decision; but this is not spelt out in the area plans. In this context, we may note that the pilot projects on growth centres which were attempted during the Fourth Plan had operationalised the procedures for the identification of service centres for micro planning. The present area development plans could well have adopted these methods which would have greatly enhanced the quality of their plans. But we do not find any such conscious applications in the present exercises.

The main reason for the weak analysis in these plans

is the lack of a planning machinery equipped with technical skills. In the absence of such machinery, area planning has become a highly officialised operation, relying more on the schematic patterns suggested in the guidelines of the Planning Commission. Thus, the present area plans, more or less, resemble States Plans in their overall context and follow the usual lines of sectoral planning.

However, it must be admitted that in the programme and project formulation, the former blanket approach has yielded place to a more desirable approach based on local potentials and needs. From the present experience for instance, it has been found that for many areas what is required to appreciably accelerate the development process is not so much lumpy investments as minor inputs of a material or organisational nature which are not available at present. Through suitable adjustments within the available resources at our disposal and by carefully identifying the essential missing ingredients and providing for them, it would be possible to increase the quality of our performance in area development. All these, however, will depend on meticulous planning and the quality of the planning personnel entrusted to accomplish these jobs.

Refinements in planning techniques and better expertise and skills would come to any developing country only in due course. Wisdom will dictate that instead of waiting for these to become available, it is necessary to start with

whatever machinery is available, building on it, improving upon it and seeking to enhance the quality and skills of the existing personnel through refresher and training programmes. Some of the area development programmes have already taken some steps in this direction. Particular mention may be made of the training programmes instituted for the Drought Prone Area Programme, the Tribal Development Programme and District Planning.

The Outlook:

To sum up, area development planning in our country is still in an experimental stage and bristles with a number of practical and operational problems. This is obviously a slow evolutionary process. In this process, necessarily some costly experiments are being made. But these are inevitable in a large developing country like India, seeking to decentralise its planning and decision-making process in the face of serious constraints of skilled manpower and resources. In this context, we would like to draw attention to the observations made in the beginning of this chapter wherein we have emphasised that it is only out of the present muddled experimentation that more sophisticated performance will ultimately evolve. Our experience in this context seems to indicate that just as there is a continuum in the development process, so also there is a step by step evolution in the planning process. Given the present constraints, the

development of the multi-level planning process during successive stages may perhaps follow the course illustrated in diagram I.

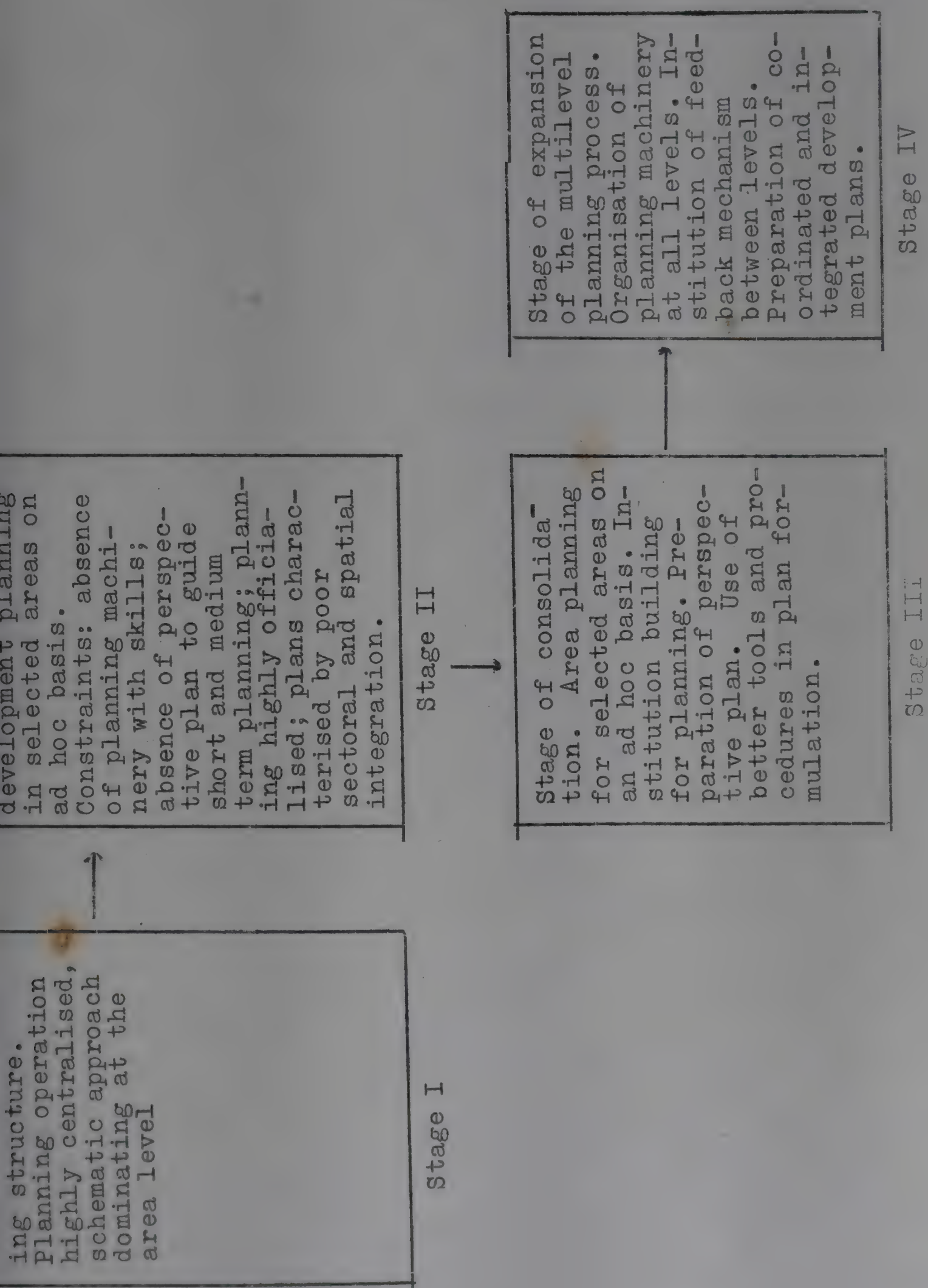


Diagram I - Development of the multilevel planning process.

Chapter IX

TOWARDS INTEGRATED AREA DEVELOPMENT THROUGH DISTRICT PLANNING

Successive Five Year Plans have stressed the importance of decentralising the planning process, so that national and State plans may reflect local potentials and priorities. Planning experience has shown that macro level decisions on sectoral schemes and outlays tend to ignore the socio-economic and physico-geographic diversity of conditions in different parts of the country and may fail to bring about a proper sequencing as well as inter-sectoral synchronisation of development at the local level. This overlooking of the spatial dimensions in planning has led to the emergence of regional imbalances. It has also resulted in the incurring of considerable infructuous effort and expenditure.

In the administrative structure obtaining in our country today, the district is the most feasible unit of local planning. At this level, an administrative infrastructure already exists and there are competent officials of the different departments. Political leadership is also available at this level to a greater extent than at lower levels. The district, however, is not necessarily an economic entity and its boundaries have often been arbitrarily determined on administrative or political considerations. Nevertheless, the district is still the best unit for local

planning. It could become a potent vehicle for linking up various developments cogently and within a well defined frame of action.

The Indian Five Year Plans have stressed the importance of local planning from the very beginning, especially after the setting up of Panchayati Raj institutions. Up to the end of the Third Plan, by and large, there were no district plans, and where they existed, they were merely disaggregations of predetermined State outlays and targets. Even where a local planning exercise had been undertaken, it was based on a catalogue of the felt needs of the people rather than on a systematic analysis of potentials and resources and on integrated development strategy for the district. However, since the Fourth Plan, some practical steps have been initiated.

The Planning Commission issued guidelines setting out the methodology for district planning in 1968. These guidelines have been adopted in most of the State Governments with suitable modifications and district planning is being attempted by every State now. But still it must be said that district planning is at best in its infancy. In a number of State Governments such as Andhra Pradesh, Himachal Pradesh, Jammu & Kashmir, Kerala, Manipur, Nagaland, Tripura and West Bengal, the preparation of the district plan is in various preliminary stages; either district development

Committees are being set up or the Planning Department is issuing guidelines for district planning. Very few State Governments have taken up preparation of district perspective plans e.g., Tamil Nadu and Maharashtra.¹⁶ In a number of other States, District Plans are said to have been prepared for the Fifth Five Year Plan (medium-term plans) for all districts e.g., Gujarat, Madhya Pradesh, Maharashtra and U.P. A few State Governments like Assam, Bihar, Haryana, Meghalaya, Orissa, Punjab and Rajasthan are experimenting with methodologies through pilot exercises in selected districts. Thus, on the whole, we find that the progress in district planning has been rather tardy.

The actual planning operation in a district is diffused between numerous agencies, local authorities and the Government departments. These individual agencies find it difficult, for lack of financial resources and adequate technical personnel, to discharge their planning responsibilities to any degree of satisfaction. They are so much involved in the day-to-day working and the provision of current needs, that they lack the imaginative foresight which could have enlarged their vision and inclined them to be guided by long-term advantages. Thus they do not possess the detached long-term

16. Tamil Nadu has prepared perspective plans for 'Development Districts' under its State Planning Commission. Maharashtra has laid all the necessary ground work for this purpose.

view, which is so essential to sound plan-making. The plans prepared by them, as may be expected, are characterised by a "segmented" or "compartmentalized" approach. When individual plans thus drawn up in isolation are sought to be coordinated through an advisory body, the resulting product is an "all-inclusive plan", derived from a mechanical summation of all the programmes of individual agencies, with some whittling down here and there, to keep it within certain financial limits. This is because, each agency tends to magnify its own needs, untrammelled by any considerations of overall planning. Integration in planning has to be secured at the level of the plan-making stage itself and not after the plans themselves have been prepared by the individual departments and agencies. The district plans now being prepared in several States, thus do not emerge as a coherent set of programmes, reflecting the conscious and deliberate choice of priorities, which is the essence of sound planning. This is all because, at present, there is no single machinery for planning, to bring the whole developmental efforts into correct spatial focus.

There are, however, a few isolated efforts in planning at the district level which are in the nature of experiments on the methods of planning for integrated area development. One example of such a pilot exercise is the experiment carried out in the Wardha district (Maharashtra State) in

which the Zilla Parishad, Government agencies and the Institute of Regional Development Planning joined hands in an attempt to concretize the notion of "planning from below". This was an operational partnership not only in plan formulation, but in the entire planning process by seeking to ensure people's participation in planning as well as a blending of the functions of management and organisation in the administrative function and by channelising the 'feed back' operation to the process of replanning. The Wardha plan provided an 'infrastructural frame' for the provision of socio-economic services through a mandi (market) centre plan combined with a 'production plan' and sought to harness the 'work potential' created by the programmes of resource development and by the provision of socio-economic services to a systematic 'employment plan' for the unskilled landless labourers.¹⁷ Emphasis was placed on the fixation of priorities to the various programmes, such priorities being based on an appreciation of the sequence of development, resource constraints and the need to make the benefits of development to percolate to the lower strata of community. The Wardha experiment has major lessons to offer for future attempts in area planning and development. It must be noted that the association of an experienced "third party planner" that is the Institute of Regional Planning and Development was a major factor contributing to the success of the plan.

17. Patankar Pundit: The Wardha Plan, Indian Journal of Social Work, Vol.30, No.3, October 1969.

During the course of the last five years of experimentation with district planning several limitations have come to light. Some of them have already been referred to. In order to take a synoptic view of the district planning situation, we may recount these problems as under:

1. It has been found difficult to assemble up-to-date economic and statistical data relating to each item of development. This difficulty is being sought to be removed now in most States with the establishment of a better statistical machinery.
2. No proper indication of the resources which are likely to be made available to the district during the plan period is given to the district which makes it difficult to bring the exercise in line with the level of resource availability. Some State Governments like Maharashtra, have worked out the criteria for disaggregating the divisible outlay at the State level to the districts.
3. Adequate qualified technical staff are not available at the district level who can make the necessary analysis and attempt planning on a scientific basis.
4. It has so far not been possible to properly integrate the district plans with the State plans with the result that the labour and time spent in preparing the district plan have mostly been wasted. One of the reasons for the difficulty in integration is that there is no clear line of demarcation

between the district level and the State level as to the functions which can appropriately be planned at these respective levels. Some State Governments e.g., Tamil Nadu, Maharashtra, etc. have in their planning guidelines attempted to demarcate the decision levels for planning for various programmes.

5. Problems of coordination have arisen because at the district level, both the Central and the State Governments and their agencies are operating a multiplicity of programmes. These agencies have their own vertical chains of command and it has proved difficult to coordinate their activities in an effective manner.

Area Development Programmes and District Planning:

We may now specially consider the role of district planning in the context of the recent developments in area development planning, which as our review of individual programmes reveals, has brought into existence numerous independent agencies which have added to the problems of coordination at the district level. Thus, one of the most important challenges confronting district planning today is the coordination and control of investments in the district to ensure the best use of available resources. As it happens now, many of the investment decisions are under the direct and exclusive control of State or central departments or agencies under them. Under these circumstances if the District Planning Body has to function effectively, it must

seek the cooperation of these other bodies by preparing its total investment programme for the area over, say, a five year period and ensuring that these bodies phase their own operations in accordance with that programme. In order that the District Planning Body may discharge this coordinating function to a reasonable degree of efficiency, it has to be made a sufficiently high powered body capable of throwing its weight on other bodies and getting its recommendations accepted by them. Also, when the other bodies fail to meet their obligations (i.e. in meeting the programme and time targets), the District Planning Body must have superseding powers to undertake the relevant work itself. Thus in the context of the new developments that have taken place in the district since the Fourth Plan, we envisage three cardinal functions for the District Planning Body.

1. In conjunction with other appropriate departments and/or their agencies, prepare a total development frame for the district for the optimum utilisation of its resources and also prepare a phased programme of action indicating proper sequencing in a coordinated and rational manner. In this approach, the preparation of the total development plan for the district is the first and fundamental task and the various special programmes would have to be derived from such a plan. This should be noted as a distinct departure from the present practice.

2. Coordinate the activities of other bodies/agencies involved in development effort in the district and provide them with opportunities and supply services which they lack.

3. To undertake in its own right such development works as may not be handled by the existing agencies or take over such works which designated agencies are not able to complete in time or in accordance with the requirements of the District Development Plan.

An examination of the District Planning bodies, as existing today in the various States of the country, shows that none of them is equipped in this manner to tackle the challenging problems of coordination and integration at the district level. The only body which comes somewhat near to this ideal requirement is the District Planning and Development Council (DPDC) in Maharashtra.

In Maharashtra, the District Planning and Development Council is under a designated Minister of the district who is its chairman. The Vice-Chairman is the Commissioner of the Division and the Collector of the district is its member-secretary. Other members of the DPDC's include all members of the Parliament and State Legislature, Collector of the District. The President of the Zilla Parishad, the Mayor of the Municipal Corporation or the President of the largest Municipal Council in the District, the Chairman of the District Central Cooperative Bank, the Director of the

Maharashtra State Cooperative Land Development Bank, the Regional Manager of the Lead Bank of the District, a representative of the Regional Development Corporation, and seven non-official members nominated on the basis of their experience and work in important fields of economic and social activity in the district.

The functions of the DPDC's are as under:

- i) To ensure coordinated action by various implementing agencies at the district level including agencies at the district level including the Zilla Parishad;
- ii) To give guidelines to various implementing agencies at the district level in regard to preparation and implementation of the perspective, five year and annual plans;
- iii) Subject to orders of the State Government, to approve perspective, five year and annual plans of the district; and
- iv) To review from time to time the implementation of the five year and annual plans and make recommendations to the State Government in that behalf.

To assist the DPDCs in the day-to-day planning and developmental activities, a smaller Executive Committee of the Councils has been constituted under the Chairmanship of the designated Minister of the District. Other members of the Executive Committee are the President of the Zilla

Parishad, the Divisional Commissioner, the Collector of the District, the Chief Executive Officer of the Zilla Parishad, the Chairman of the Central Cooperative Bank, the Manager of the Land Bank, two other representatives of the Councils to be nominated by it and the Deputy Chief Executive Officer Planning (Secretary). The Executive Committee is mainly responsible for day-to-day functioning of the DPDC and making recommendations to the Council as regards broad policies and programmes to be adopted for the district under the Five Year or annual plans. The Executive Committee will also take review of all the resources available or being made available to the various agencies in the district, ensure their proper allocation in the light of district priorities and needs, supervise implementation of plan schemes including Central Plan and Centrally sponsored schemes.

Three important executive actions taken by the State Government to strengthen the DPDC's may be specially mentioned:

i) The decision that the development programmes in respect of district level schemes under the State's Five Year or annual plans should be formulated only on the basis of the proposals made by the various DPDCs.

ii) The DPDC's have been given the freedom to recommend the reappropriation of savings within the district itself subject to certain limitations relating to the programmes

in the core sector. The Heads of Departments and officers of the Administrative Departments cannot make changes in the contemplated development programmes of the Districts without getting the prior approval of the DPDCs.

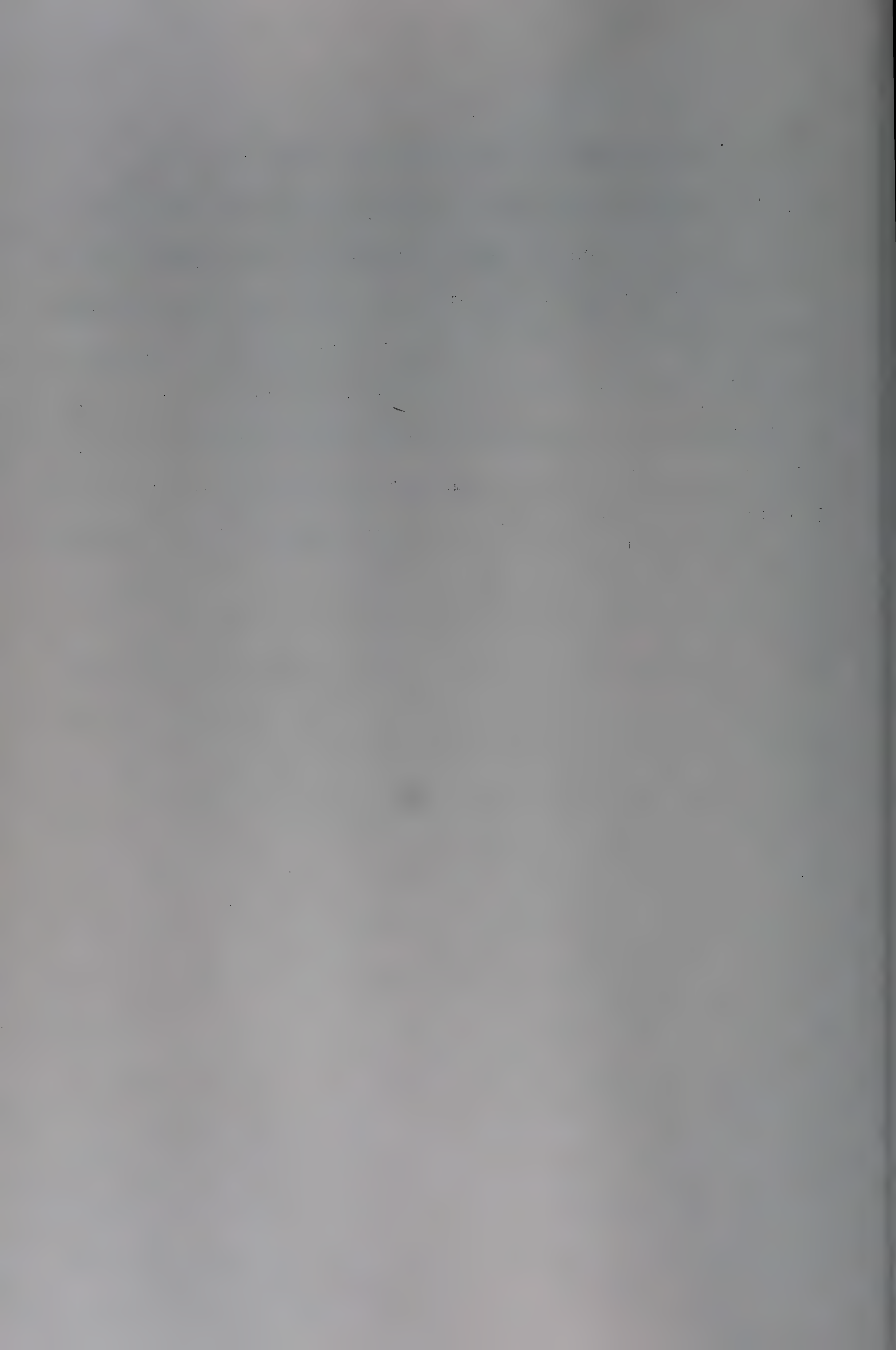
iii) The departmental officers at the district level have been made accountable to the DPDC and have been delegated more direct authority for the implementation of the programme at the district level.

All the above actions of the State Government have helped to enhance the status of the DPDCs and make them effective and responsible bodies at the district level.

The fragmentation of functions at the district level and the plurality of structures operating therein and their attendant problems have already started a thinking process in many State Governments who are already grouping for new structures and for greater comprehensiveness in planning. It is to be hoped that solutions will be found within existing structures without adding to the mass and confusion that already prevail in the district today.

In our considered opinion, unless all the various area specific programmes and plans currently operating loosely below the district level are brought under the "umbrella structure" of a powerful District Planning body equipped with the necessary expertise and skills, the

'integrated area development concept' which is so much emphasised today in respect of every individual programme, would be mere wishful thinking. District planning which is still evolving in the States today should take note of these problems and introduce the necessary modification and sophistication in its constitution and working so that the District planning machinery could become an effective instrument to achieve integrated area development. It is our view that in the multi-level planning framework evolving in the country today, the District Plan should emerge as an all embracing total frame of development, providing inflexible beacons where principles are involved, effectively integrating and coordinating all segmental and fragmentary planning efforts at the area level and thus transcending and subscribing all "pluralistic planning efforts" within the district.



Annexure I

Expenditure incurred on DPAP

(Rs. lakhs)

State	Fourth Plan (1969-74)	1974-75	1975-76	
			Up to month in 1975	Amount
1. Andhra Pradesh	8.59	0.64	August	0.39
2. Bihar	2.68	1.42	July	0.20
3. Gujarat	10.71	8.39	August	1.96
4. Harvana	5.18	0.53	August	0.03*
5. Jammu & Kashmir	0.97	0.35	N.R.	N.R.
6. Karnataka	10.31	2.81	August	0.58***
7. Madhya Pradesh	7.43	3.10	August	0.47**
8. Maharashtra	10.97	2.50	Une	0.21£
9. Orissa	3.01	0.96	July	0.16
10. Rajasthan	14.41	2.93	August	0.36@
11. Tamil Nadu	3.84	1.43	July	0.43
12. Uttar Pradesh	10.93	3.11	August	0.23£
13. West Bengal	2.43	0.78	June	0.0015
Total	91.30	28.95		5.01

* For Bhivani district only.

** Except for Dhar district.

*** Except for Dharwar district.

£ For 4 out of 6 districts.

@ For 3 out of 10 districts.

N.R. Not reported.

Source: 1. Report of the Estimates Committee (69th Report) on Development of Backward Areas.
2. Ministry of Agriculture and Irrigation, Government of India.

Physical Achievements under DPAP During IV Plan Period

State	Minor Irrigation		Soil Cons. (Hects.)	Afforestation (Hects.)	Roads (Length Kms.)	Drinking Water supply	Remarks	
	No.	Hect.					No.	Villages
Andhra Pradesh	1613	59170	71781	4575	1332	1	39	
Bihar	NR	NR	2300	NR	NR	..	..
Gujarat	203	3000	6000	14000	391	9	NR	
Haryana	6	5690	(a)	970	..	..	..	(a) 65 Nos. digging of water courses.
Jammu & Kashmir	5	NR	510	..	72	..	..
Madhya Pradesh	40	3100	..	4666	(k)	..	..	(k) All 20 Work remained in progress.
Maharashtra	NR	11000	165100	1400	..	..	..
Karnataka	670	27000	200366	21216	(1)	..	..	(1) All works in progress.
Orissa	NR	NR	770	366	NR	..	..
Rajasthan	306	10793	2100	34279	1540	NR	NR	
Tamil Nadu	Nos. 805(b)	NR	No. 610(c)	No. 39(d)+ 20 Km	No. 945(e)	..	..
Uttar Pradesh	NR	NR	..	1656	(m)	..	..	(m) nearly 80% works have been completed.

Total

4261	131193	450027	85648	3335	10	39
+ 65 Nos ligging+ 39 nos+945(-) of water courses+20 Kms+610 contour bunding and ponds (*Forest plantation @ Avenue plantation(-) Construction of new roads and upgradation of old roads).						
b) Bunds, Tanks, Weirs, Bundharas and special minor irrigation repairing works.						
c) Contour bunding and ponds(d) Forest plantation and avenue plantation.						
e) Construction of new and upgradation of old roads.						

Note:

i) Figures relate to completed works only;

ii) Figures are provisional and subject to revision; and

iii) NR - Not reported.

Source: Ministry of Agriculture & Irrigation - Department of Rural Development.

Project Areas of Drought Prone Areas Programme

State	Programme District	Taluku	Contiguous Areas	
			District	Taluku
1	2	3	4	5
Andhra Pradesh	1. Anantpur	Full district		
	2. Chittoor	Chittoor, Palamaner, Kuppam, Punganur, Vayalpad, Madanpalle, Chandragiri, Puttur.		
	3. Cuddapah	Badvel, Rajampet, Rayachety, Cuddapah, Pulivendla, Jammalamaduge, Proddatur, Kamalapuram		
	4. Kurnool	Full district	Ongole	1. Kanigri 2. Markarpur 3. Giddalore
	5. Mahboob-nagar	Kalvakurthy, Nagarkumool, Wanaparthi, Mukthal, Shadnagar, Achampet, Kollapur, Alampur, Gadwal, Atmakur.	Nalgonda	1. Devarkonda
2. Bihar	1. Monghyr	Jamui Sub-division.		
	2. Palamau	Full district		

1	2	3	4	5
	3. One unit comprising Nawadah & Rohtas district	Nawadah sub-division of erstwhile days and Bhabua & Sasaram sub-divisions of erstwhile Shahabad district.		
3. Gujarat	1. Kutch	Lakhpat, Abdasa, Nakhtrana, Bhuj, Repar, Bhachau, Anjar.		
	2. Bansakantha	Tharad, Dhanera Radhanpur, Wav, Sambalpur, Deedar.	Mehsana	1. Sami 2. Hari.
	3. Surendra-nagar	Dasada, Lakmtar, Wadhwan, Muli, Dhrangadhra, Halvad, Sayla, Limbdi	Ahmedabad	1. Viramgar 2. Dhandhul
	4. Rajkot	Jasdan, Wankaner		
	5. Jamnagar	Okha Mandal, Kalyanpur.		
	6. Amreli	Rajula, Lathi, Dhari, Khamba.	Bhavnagar	Godhada
	7. Panchmahals	Godhra, Jhalad, Limkheda, Dohad, Lunawada, Santrampur, Shera		

1	2	3	4	5
4. Haryana	Mahendragarh	Full district	Bhiwani Hissar Rohtak	Bhiwani Leharu Jhajjar
5. Jammu & Kashmir	Doda	Kishtwar, Bhadewa Doda, Ramban, Arnas, Pouni) Reasi) Partly Chenani)	Udhampur	Arnas block, parts of Peuni Reasi and Chenani blocks.
6. Karna- taka	1. Bijapur	Badami, Bagalkot, Bijapur, Biggi, Hungund, Muddebihol	Gulbarga Raichur	Shahapur Sherapur, Yadgir Kushtagi Linga- sugar.
	2. Belgaum	Athani, Gokak, Raibagh, Ramdurg, Soundatti.		
	3. Dharwar	Kundgol, Haveri, Ranibenur, Mundargi, Ren.	Bellary	Harapana- palli Hadgalli
	4. Chitra- durga	Chitradurga Challakere, Molakalmuru, Hosadurga, Jagalur	Tumkur Chik- magalur.	Sira Madhugira Pavagada Koratagere Kadur.
	5. Kolar	Bangarpet, Bagepalli, Chintamani, Gudibanda, Kolar, Mulbagal, Siddlaghatta, Srinivasapur.		

1	2	3	4	5
7. Madhya Pradesh.	1. Jhabua	Jhabua, Rama, Ramapur, Meghanagar, Thandla, Petlawad, Jobat, Udaigarh, Bhabra, Alirajpur, Sondwa, Kothiwara.		
	2. Dhar	Sardarpur, Kukshi, Gundwani, Manaswar, Bahaner.	Khargaon	1. Raipur 2. Barwani
	3. Betul	Ghedadengri, Shahpur, Bhimpur, Bhaims-dahi.		
	4. Sidhi	Singruali, Majhauli, Madwas, Gird, Gopad-Banas, Amiliva, Deegawan, Churhat, Semariya, Harumangarh, Ujjaini, Dudhamaniya, Dhobni, Deesar.	Shahdol	Deegan
8. Maharashtra	1. Nasik	Malegaon, Chander, Mandgaon, Riphad, Yeela, Sinnar.		

1	2	3	4	5
	2.Ahmednagar	Shrigonda, Karjat, Parmer, Ahmednagar, Sangammer, Pathardi.		
	3.Poona	Sirur, Haveli, Dhond, Purandhar, Baramati, Indapur.		
	4.Satara	Khandala, Man, Khatav, Phaltan.		
	5.Sangli	Jath, Atpadi.		
	6.Sholapur	Karmala, Sangola, Madana, Pandharpur, Malshiras, Mohel, Mangalwedha, South- Sholapur, Barsi.		
9.Orissa	1.Phulbani	Tikabali, Harbhanga, Kartamal, Phulbani, Khajuripada, Phiriga, Balliganda, Ghokapad, Nuagaor, Kethgarh, Tundibandh, DURINGIBADI, G.Udaygiri, Raikia.		

1	2	3	4	5
	2. Kalahandi	Kesingha, Golamunda, Narla, Madanpur- Rampur, Thumal- Rampur, Lingigarh, Khasiar, Sirapalli, Boden Nawpara, Komra.		
10. Raja- sthan	1. Jaipur	Full district		
	2. Barmer	Full district		
	3. Jalaore	Full district		
	4. Dungarpur	Full district	Udaipur	Kharwara
	5. Bansware	Full district		
	6. Pali	Full district	Udaipur	Bhim, Deegarh
			Ajmer	Beawar.
	7. Jodhpur	Full district		
	8. Nagaur	Full district		
	9. Bikaner	Full district		
	10. Churu	Full district	Jhunjhunu	Chir Jhunjhuan
11. Tamil Nadu	1. Rama- natha- puram	Full district		
	2. Dharma- puri	Full district		
12. Uttar Pradesh	1. Mirzapur	Halia city (Old Pahari) Ghhavey (Hilly Tracks) Marihan, Rajgarh of Tehsil Chunnar Roberts-Ganj (Partly), Chipan(Partly), Ghorawal and		

1	2	3	4	5
		Chatra, Dudhi (Partly), Muirpur and Babhni (Partly)		
	2. Allahabad	Karchna, Meja		
	3. Varanasi	Chakia		
	4. Banda	Karvi, Mau, Naraini		
	5. Jalau	Kalpi, Orai		
	6. Hamirpur	Summerpur, Maudaha, Charkhari, Sarila and Mahoba blocks		
13. West Bengal.	1. Purulia	Full district (20 Police- stations)		
	2. (i) Bankura	Indpur, Khatra II, Rani-bundh, Majhia, Gangajalghati, Saltor Chhatna Police Stations.		
	(ii) Midna- pur	Jhargram, Jamboni, Biapur, Sankrail, Gopi- ballavpur, Navagram Police Stations.		

Physical Achievements of DPAP Schemes during 1974-75A. Soil Conservation:1. Contour bunding:

Gujarat	38,416	hectares
Karnataka	3,487	"
Maharashtra	2,243	"
Madhya Pradesh	2,415	"
Andhra Pradesh	2,539	"
Bihar	1,203	"
Uttar Pradesh	28	"
Tamil Nadu	3,060	"

Total 53,391 hectares

2. Repair of Bunds:

Maharashtra	7,279	hectares
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3. Farm Ponds:

Gujarat	304	Nos.
Karnataka	3	Nos
Maharashtra	9	C
	13	P
Andhra Pradesh	295	Nos.

Total 621 C
13 P

4. Water Harvesting:

Maharashtra	29	hectares
Uttar Pradesh	120	hectares

Total 149 hectares

5. Gully Plugging:

Andhra Pradesh	1	No.
Uttar Pradesh	554	Nos.

Total 555 Nos

6. Small Tanks and Restoration Tanks:

Bihar

134 Nos.

7. Land Levelling:

Uttar Pradesh

1,468 hectares

B. Crop Husbandry:1. Cropping patterns adopted:

Gujarat

48 hectares

2. Crop demonstration:

Gujarat

200 Nos.

Karnataka

225 Nos.

Orissa

186 Nos.

Total

611 Nos

3. High Yielding variety goods supplied:

Gujarat

27,258 hectares

Karnataka

649 quintals

4. Farmers Training:

Karnataka

60 Nos.

5. Utilisation of Soil and Moisture Conservation:

Gujarat

18,680 hectares

6. Production of Fodder Crops (Seeds supplied):

Gujarat

254 tons

Uttar Pradesh

10 tons

Bihar

81 hectares.

C. Irrigation and CAD:1. Ground water survey:

Madhya Pradesh

1,580 Kms.

2. Tanks:

Gujarat	2 C	
	30 P	(4053 hectares irrigation potential)
Karnataka	1,069	hectares
Maharashtra	11 C	
	2 P	
Madhya Pradesh	17 C	
	17 P	(1,228 hectares)
Andhra Pradesh	12 C	(503 hectares)
Bihar	16 C	
	19 P	
Orissa	7 C	
	5 P	(2,660 hectares)
West Bengal	4 C	
Rajasthan	109 C	
Uttar Pradesh	10 C	
Tamil Nadu	122 C	
	310 P	

3. Canals:

Uttar Pradesh	1,388 hectares
	* 18 kms

4. Big diameter wells:

Bihar	444 P
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5. Dug Wells:

Gujarat	20 P
Karnataka	61 C
Andhra Pradesh	1 (Tubewell)
Rajasthan	67 Tubewells)
Uttar Pradesh	7 C
	* 104 (Tubewells)

6. Deepening of old wells:

Karnataka	58
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7. Pump Sets:

Karnataka	55
Uttar Pradesh	26

8. Check dams:

Gujarat	24
Karnataka	9 P

9. Lift Irrigation Schemes:

Karnataka	2 Nos.
Andhra Pradesh	10 Nos.
Bihar	17 Nos.

10. Sprinkler Irrigation:

Andhra Pradesh	652 hectares.
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D. Forest And Pasture:1. New Plantation:

Gujarat	1,100 hectares
Maharashtra	400 hectares
Madhya Pradesh	561 hectares
Andhra Pradesh	24 hectares
Bihar	378 hectares
Uttar Pradesh	4,510 hectares
Tamil Nadu	347 hectares

2. Farm Forestry:

Gujarat	708 hectares
Maharashtra	44 hectares
Andhra Pradesh	6 hectares.

3. Extension Forestry:

Gujarat	1,533 Hectares
"	1 Km.

4. Road-side Plantation:

Gujarat	390 hectares
	* 25 Kms

5. Wind Breaks:

Maharashtra	40 Kms.
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6. Area covered under soil and moisture conservation

Gujarat	17,536 hectares
Andhra Pradesh	98 hectares.

7. Rehabilitation of forests:

Madhya Pradesh	80 hectares
	*11,400 running feet

8. Nursery for Pasture:

Karnataka	143 hectares.
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9. Fencing around the grass:

Gujarat	940 hectares.
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10. Area under Posture:

Gujarat	4,181 hectares.
Maharashtra	600 hectares.
Andhra Pradesh	33 hectares

E. Sheet Development:1. Sheet Units:

Karnataka	10
Uttar Pradesh	536

F. Cattle and Dairy Development:1. Milch cattle distribution:

Karnataka	60
Andhra Pradesh	70

2. Bulls distribution:

Bihar	40
Uttar Pradesh	24

3. Milk Society:

Gujarat	20
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4. Rearing of Heifers:

Andhra Pradesh	45
Tamil Nadu	259

G. Poultry:

Gujarat	2 farms
Karnataka	4 farms
Tamil Nadu	10,296 chicken supplied

H. Drinking Water Supply Schemes:

Gujarat	1 C
	31 P
	* 53 Kms. distribution completed.

Note: C = Completed

P = In progress

* = Plus

Statement showing established Command Area Development Authorities in different irrigation commands under the selected irrigation commands for Command Area Development Programme.

Sl. No.	State/CADA	Irrigation Projects included under CADA	Headquarters of CADA
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I. Andhra Pradesh:

1. Tungabhadra complex	1. K.C. Canal	Kurnool
	2. Rajoli Bunda Diversion Scheme	
	3. Tungabhadra (High level and Low level canals)	
2. Nagarjunasagar	4a. Nagarjunasagar Left Bank Canal	Khammam
3. -do-	4b. Nagarjunasagar Right Bank Canal	Lingamguntha
4. Pochampad	5. Pochampad	Guntur Jagtial (Dist. Karimnagar)

II. Bihar

5. Gandak	6. Eastern Gandak	Muzaffarpur
6. K.B.C. Project	7. Kiul	Bhagalpur
	8. Dadua	
	9. Chandan.	
7. Kosi	10 Kosi	Saharsa.
8. Sone	11. Sone (High Patna level Canal & Barrage)	Patna

III. Gujarat

9. Mahi-Kadana	12. Mahi State I Mahi Stage II	Patna
10. Ukai-Kakrapar	13. Ukai-Kakrapar	Surat.

Sl. No.	State/CADA	Irrigation Projects included under CADA	Headquarters of CADA
IV. <u>Haryana</u>			
11.	Gurgaon Canal	14. Gurgaon Canal	Gurgaon.
12.	Jawahar Lal Nehru Lift Irrigation Scheme.	15. Pt. Jawahar Lal Nehru Lift Irrigation Scheme.	Bhiwani
		16. Jui Lift Irrigation Scheme.	
		17. Rewari Lift Irrigation scheme.	
V. <u>Karnataka</u>			
13.	Cauvery Basin Projects.	18. Krishnarajasagar Mysore and Vishveshwaraya Canal.	
14.	Malaprabha Ghataprabha	19. Malaprabha	Belgaum
15.	Tungabhadra.	20 Ghataprabha	
		21. Tungabhadra	
VI. <u>Madhya Pradesh:</u>			
16.	Chambal	22. Chambal	Gwalior
17.	Tawa	23. Tawa	Bhopal
VII. <u>Maharashtra:</u>			
18.	Bagh-Itiadh	24. Bagh	Nagpur
		25. Itiadh	
19.	Bhima-Ghod	26. Bhima	Poona
		27. Ghod	
20.	Galhati	28. Galhati	Aurangabad
	Purana-Jayakwadi	29. Jayakwadi	
21.	Girna	30 Purana	
		31 Girna	
		32. Upper-Tapi Stage-I	Jalgaon.
22.	Krishna	33. Krishna	Poona.

S1. No.	State/CADA	Irrigation Projects included under CADA	Headquarters of CADA.
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VIII. Rajasthan

23. Chambal	34. Chambal	Kotah
24. Rajasthan.	35. Rajasthan.	Bikaner

IX. Uttar Pradesh

25. Gandak	36. Gandak	Gorakhpur
26. Ramganga	37. Ramganga	Kanpur
27. Sarda Sahayak	38. Sarda Sahayak	Faizabad.

X. West Bengal

28. D.V. System	39. D.V. System	N.A.
29. Kangsbati	40. Kangsbati	Kangsbati
30. Mayurakshi	41. Mayurakshi	N.A.

Item	Total	Srikakulam	Singhbhum	Danteurda	Konta	Ganjam	Koraput	Keonjhar	Phulhani
1	2	3	4	5	6	7	8	9	10
<u>1. Identification</u>									
(a) Participants	193768	33678	35389	15564	17543	28577	28925	15888	18204
(b) Beneficiaries	147647	31074	35389	5448	16624	28459	25538	2839	2276
<u>2. Agriculture</u>									
(a) Improved Agricultural practices (acres)	243557	24756	38006	22375	29294	120372	8301	290	163
(b) Plough bullocks supplied (pairs)	3653	1393	242	-	-	583	1162	273	-
<u>3. Horticulture (Nos.)</u>									
(Sapplings, seedlings, succers and guafits distributed)	404996	37317	108773	5215	6109	100678	143246	3104	554
<u>4. Minor Irrigation:</u>									
(a) Completed (Nos)	2081	37	277	19	51	1491	150	-	19
(b) In progress (Nos)	1404	555	156	46	360	23	181	67	
(c) Areas expected to be irrigated (acres)	41562	862	1497	3071	30215	200	111		

Item	Total	Srikulam	Singh- bhumi	Dante- urda	Konta	Ganjam	Koraput	Keonjhar	Phulhani
1	2	3	4	5	6	7	8	9	10
<u>5. Land Development</u>									
(a) Land develop- ment	113177	2060	3137	599	133	2744	3502	660	342
(b) Land allotted	9583	1914	3137	-	138	2008	2036	350	-
<u>6. Animal Husbandry:</u>									
Distribution of milch cattle, bulls, birds, cocks, ducks, pigs, sheep and goat and fish seeds. (Nos.)	173060	47454	9945	56137	55648	1986	1159	449	306
<u>7. Communications:</u>									
Total length of link roads and arterial roads (Kms.)	885	132	208	116	157	163	80	22	8

Source: Ministry of Agriculture and Irrigation - Department of Rural Development.

Amounts released and utilised in the Tribal Development Agency Projects:

(Rs. lakhs)					
Name of Project	Amount released during the IV Plan	Amount released during the V Plan		Total (Columns 2 to 4)	Amount utilised by the projects up to end of June 1975.
		1974-75	1975-76		
		(As on 31-8-1975)			
1. TDA, Srikakulam (Andhra Pradesh)	78.00	32.50	15.86	126.36	110.33
1. TDA, Singhbhum (Bihar)	65.00	30.50	17.21	112.71	95.48
1. TDA, Dantewada (Madhya Pradesh)	40.00	30.00	10.33	80.33	66.80
2. TDA, Monta (Madhya Pradesh)	40.00	30.00	12.00	82.00	65.85
Orissa:					
1. TDA, Ganjam	109.00	37.50	11.26	157.76	145.32
2. TDA, Koraput	108.00	31.25	8.10	147.35	136.72
3. TDA, Keonjhar	-	15.00	10.00	25.00	12.23
4. TDA, Phulbani	-	15.00	-	15.00	7.39
Total	440.00	221.75*	84.76	746.51	641.31

* Rs. 125 lakhs has been spent on establishment cost of Headquarters staff in Delhi.

Source: Ministry of Agriculture & Irrigation, Department of Rural Development.

List of Industrially Backward Districts selected to qualify for concessional finance from the financial institutions (as on January 3, 1976).

<u>Andhra Pradesh:</u>	Anantapur, Chittoor, Cuddapah, Karimnagar, Khammam, Kurnool, Mahbubnagar, Medak, Nalgonda, Nellore, Nizamabad, Ongole, Srikakulam and Warangal.
<u>Assam:</u>	Cachar, Goalpara, Kamrup, Mikir Hills, North Cachar Hill, Nowgong and new Lakhimpur district.
<u>Bihar:</u>	Bhagalpur, Champaran,* Darbhanga,* Muzaffarpur,* Palamau, Purnea, Saharsa, Santhal Parganas, Saran* and new districts of Nalanda, Aurangabad, Nawadah, Gaya, Bhojpur, Begusarai and Monghyr.
<u>Gujarat:</u>	Amreli, Banaskantha, Bhavnagar, Broach, Junagad, Kutch, Mehsana, Panchmahal, Sabarkantha and Surendernagar.
<u>Haryana:</u>	Bhiwani, Hissar,** Jind and Mohindergarh
<u>Himachal Pradesh:</u>	Chamba,* Kangra,* Kinnaur, Kulu, Lahaul and Spiti, Solan and Sirmur.
<u>Jammu & Kashmir:</u>	Anantnag, Baramula, Doda, Jammu, Kathua, Ladakh, Poonch, Rajori, Srinagar and Udhampur.
<u>Kerala:</u>	Alleppey, Cannanore, Malapuram, Trichur and Trivandrum.
<u>Karnataka:</u>	Belgaum, Bidar, Bijapur, Dharwar, Gulbarga, Hassan, Mysore, North Kanara, Raichur, South Kanara and Tumkur.

* District as it existed prior to its recent reorganisation.

** District as re-organised recently.

<u>Madhya Pradesh:</u>	Balaghat, Bastar, Betul, Bilaspur, Bhind, Chhatarpur, Chindwara, Damoh, Datia, Dhar, Dewas, Guna, Hoshangabad, Jhabua, Khar-gone, Mandla, Mandsaur, Morena, Narsimhapur, Rajgarh, Raisen, Ratlam, Rewa, Sagar, Seoni, Shajapur, Shivpuri, Sidhi, Surguja, Tikamgarh, Vidisha and new Sehore district.
<u>Maharashtra:</u>	Aurangabad, Bhandara, Bhir, Buldhana, Chanda, Colaba, Dhulia, Jalgaon, Nanded, Osmanabad, Parbhani, Ratnagiri and Yeotmal.
<u>Manipur</u>	All the 5 districts.
<u>Meghalaya:</u>	Garo Hills and United Khasi & Jaintia [*] Hills.
<u>Nagaland:</u>	Kohima, Mokochechung and Tuensang.
<u>Orissa:</u>	Balasore, Bolangir, Dhenkanal, Kalahandi, Keonjhar, Koraput, Mayurbhanj and Phulbani.
<u>Punjab:</u>	Bhatinda, [*] Gurdaspur, Hoshiarpur, Ferozpur and Sangrur.
<u>Rajasthan:</u>	Alwar, Banswara, Barmer, Bhilwara, Churu, Dungarpur, Jaisalmer, Jalore, Jhunjhunu, Jhalawar, Jodhpur, Nagaur, Sikar, Sirohi, Tonk and Udaipur.
<u>Sikkim:</u>	All the 4 districts of Gangtok, Mangan, Gyalshing and Namchi.
<u>Tamil Nadu:</u>	Dharmapuri, Kanyakumari, Madurai, North Arcot, Ramanathapuram, South Arcot, Thanjavur, Tiruchirapalli and new Pudukkottai district.
<u>Tripura:</u>	All the three districts.
<u>Uttar Pradesh:</u>	Almora, Azamgarh, Badaun, Bahraich, Ballia, Banda, Barabanki, Basti, Bulandshahr, Chamoli, Deoria, Etah, Etawah, Faizabad, Farrukhabad, Fatehpur, Garhwal, Chazipur, Gonda, Hamirpur, Hardoi,

* District as it existed prior to its recent re-organisation.

Jalaun, Jaunpur, Jhansi, Mainpuri, Mathura, Moradabad, Pilibhit, Pithoragarh, Pratapgarh, Rai Bareilly, Shahjahanpur, Sitapur, Sultanpur, Tehri Garhwal, Unnao, Rampur and Uttar Kashi.

West Bengal:

Bankura, Birbhum, Burdwan, Cooch-Behar, Darjeeling, Hoogly, Jalpaiguri, Malda, Midnapur, Murshidabad, Nadia, Purulia and West Dinajpur.

Andaman &
Nicobar.

Entire area.

Arunachal
Pradesh

Entire area.

Dadra & Nagar
Haveli

Entire area.

Goa, Daman &
Diu

Entire area.

Lakshadweep

Entire area

Mizoram

Entire area.

Pondicherry

Entire area.

List of Industrially Backward Districts/Areas selected to qualify for the Central Scheme of Investment Subsidy (as on July 10, 1972).

Andhra Pradesh:

Two areas:

One 'area' from Rayalaseema region comprising

13 blocks viz., Chittoor*, Bangarupalem*, Pulicherla*, Pattur*, Chandragiri and Kalahasthi* (from Chittoor district) and Kodur, Rajampet, Sidhout, Cuddapah, Kamalapuram, Proddatur and Pulivendla (from Cuddapah district).

The other 'area' from Telangana region comprising

14 blocks viz., Mahabubnagar*, Jadcherla*, Shadnagar*, Kalwakurthy and Amangal (from Mahabubnagar district) and Nalgonda, Mungadi, Nakrakal, Suryapet, Kodad*, Kuzuranagar*, Mirgalaguda*, Peddavora* and Devarakonda* (from Nalgonda district).

Assam

Goalpara and Mikir Hills districts.

Bihar

Bhagalpur and Darbhanga** districts.

Gujarat

Panchmahals district.

Haryana

Reorganised Mohindergarh district (comprising Rewari* and Mohindergarh Sub-divisions).

Himachal Pradesh

Kangra** district.

Jammu & Kashmir

Jammu & Srinagar districts.

Karnataka

Raichur district.

* Represents Taluks/Blocks/Tehsils/Sub-divisions selected after 10-7-1972.

** Represents Districts as they existed prior to their recent re-organization.

<u>Kerala</u>	Alleppey district.
<u>Madhya Pradesh:</u>	<u>Two areas:</u>
	One 'area' from Eastern Region comprising 12 blocks viz., Korba, Baloda, Shampa, Kota, Masturi and Bilha (Bilaspur) blocks (from Bilaspur district), Bhatapara, Simga, Tilda, Dharsiwa (Raipur), Abhanpur and Rajim blocks (from Raipur district);
	<u>The other 'area' from Western Region comprising</u>
	10 blocks viz., Dewas and Tonk Khurad blocks (from Dewas district), Gulana, Shujalpur and Shajapur blocks (from Shajapur district), Panchor (Sarangpur) and Biaora blocks (from Rajgarh district) and Chachaura, Raghogarh and Guna blocks (from Guna district).
<u>Maharashtra</u>	Ratnagiri district.
<u>Manipur</u>	All the 5 districts.
<u>Meghalaya</u>	Garo Hills and United Khasi & Jaintia** Hills districts.
<u>Nagaland</u>	Kohima & Meikokchung districts.
<u>Orissa</u>	Kalahandi and Mayurbhanj districts.
<u>Punjab</u>	Hoshiarpur district.
<u>Rajasthan</u>	Alwar and Jodhpur districts.
<u>Tamil Nadu</u>	One 'Area' comprising 11 Taluks (including Sub-taluks) viz., Ramanathapuram, Mudukulathur, Sivaganga, Parmakudi, Thiruvadani and Thirupathur Taluks (from Ramanathapuram district), Melur Taluk (from Madurai district), Pudukkottai, Thirumayam, Alangudi and Kolathur Taluks (from Pudukkottai district).

** Represents districts as they existed prior to their recent reorganisation.

<u>Tripura:</u>	All the 3 districts.
<u>Uttar Pradesh:</u>	Ballia and Jhansi districts.
<u>West Bengal:</u>	Purulia district.

UNION TERRITORIES

<u>Andaman & Nicobar Islands:</u>	Entire Territory.
<u>Arunachal Pradesh:</u>	Entire Territory.
<u>Dadre & Nagar Haveli:</u>	Entire Territory.
<u>Goa, Daman & Diu:</u>	Entire Territory excluding the area within the municipal limits of Territory's capital.
<u>Lakshadweep:</u>	Entire Territory.
<u>Mizoram:</u>	Entire Territory.
<u>Pondicherry:</u>	Entire Territory excluding the area within the municipal limits of Territory's capital.

List of additional industrially backward districts/areas selected (after 10-7-72) to qualify for the Central scheme of investment subsidy (as on January 3, 1976).

- Andhra Pradesh: Srikakulam district and 3 "areas".
- One 'area' from Rayalaseema region comprising
- 9 blocks, viz., Tadpatri*, Singanamala*, Gooty*, Kudair (from Anantapur district) and Dhone*, Kurnool*, Banganapalli, Nandyal and Giddalur (from Kurnool district).
- Two 'areas' from Telangala region
- One 'area' comprising 14 blocks viz., Khammam*, Thirumalaipalem*, Kallur, Yellandu, Kothagudam, Aswaropeta, Burgampad and Bhadrachalam (from Khammam district) and Mahabubabad*, Narsampet*, Hanamkonda*, Ghanapur, Jangaon and Mulug (from Warangal district).
- The other 'area' comprising 15 blocks viz., Zaheerabad, Patancheruvu, Narasapur, Medak and Siddipet (from Medak district), Yedapalli, Nizamabad, Kamareddy and Damokonda (from Nizamabad district) and Sircilla, Karimnagar*, Sultanabad*, Peddapalli*, Manthani and Huzurabad* (from Karimnagar district).
- Assam: Kamrup, Newgong, Cachar and new Lakhimpur district.
- Bihar: Champaran**, Palamau, Saharsa and Santhal Parganas.
- Gujarat Broach and Surendranagar.

* Represents Taluks/Blocks/Sub divisions selected prior to 10-7-1972.

** Represents districts as they existed prior to their recent reorganisation.

<u>Haryana:</u>	Bhiwani district (comprising Bhiwani and Dadri* sub-divisions) and one 'area' comprising 8 Blocks viz., Hissar Block No. I and Barwala block (of Hissar Tehsil), Hansi Block No. I (from Hansi Tehsil), Bahuna Block (from Fatehabad Tehsil), Tohana Block/Tehsil (from Tohana Tehsil) from the district of Hissar - Jind Block and Julana Block (from Jind Tehsil), Uchana Block (Narwana Tehsil) - from the district of Jind.
<u>Himachal Pradesh:</u>	Chamba, Kulu, Sirmur and Solan (additional proposal for one district awaited)
<u>Jammu & Kashmir:</u>	Anantnag, Doda, Baramulla and Poonch.
<u>Karnataka:</u>	Mysore and Dharwar.
<u>Kerala:</u>	Cannanore and Malapuram.
<u>Madhya Pradesh:</u>	4 areas: <u>One 'area' from Northern region</u> comprising 9 blocks viz., Shivpuri & Kerara (from Shivpuri district) Datia & Seondha (from Datia district), Bhind, Mehgaon and Gohad (from Bhind district) and Morena and Jaura (from Morena district). <u>Second 'area' from Central Region</u> comprising 11 blocks viz., Bina-Itawa, Khuri Banda (Binaika), Rahatgarh, Sagar, Shahgarh (Amarmau) (from Sagar district), Tikamgarh and Baldeogarh (from Tikamgarh district), Vidisha and Gyaraspur (from Vidisha district) and Chhatarpur (from Chhatarpur district). <u>Third 'area' from Western Region (II)</u> comprising 12 blocks viz., Potlawad & Meghnagar (from Jhabua district), Badnawar, Dhar and Nalcha (from Dhar district), Mahesh & Barwaha (from Khargone district), Ratlam and Jaura (from Ratlam district), Mandsaur, Malhargarh and Neemuch (from Mandsaur district).

Fourth 'area' from North Eastern Region

comprising 11 blocks viz., Rewa and Raipur (Garh) (from Rewa district), Majhauili, Sidhi, Doosar and Waidhan (from Sidhi district), Sonhat, Baikunthpur, Manendar-garh, Surajpur and Ambikapur (from Sarguja district).

Manipur:

X

All the districts already covered.

Meghalaya:

X

Maharashtra:

Aurangabad and Chandrapur.

Nagaland:

Tuensang.

Orissa:

Bolangir, Bhenkanal, Keonjhar and Koraput.

Punjab:

Sangrur and Bhatinda. **

Rajasthan:

Bhilwara, Churu, Nagaur and Udaipur.

Uttar Pradesh:

Almora, Basti, Faizabad and Rae Bareilly.

Sikkim:

All the 4 districts of Gangtok, Mangan, Gyalshing and Namchi.

Tamil Nadu:

Two tracts. One comprising Taluks of:

1. Dharmapuri, X
2. Hosur, X
3. Krishnagiri, X From Dharmapuri district.
4. Uthangarai, X
5. Harur X
6. Tirupattur X
7. Vaniyambadi X From North Arcot district.
8. Vellore, X
9. Walajapet X

and the other tract comprising Taluks of:

1. Aruppukottai X From West Ramanathapuram
2. Sattur X of Ramanathapuram
3. Sriviliputtur X district.

** Represents districts as they existed prior to their recent re-organization.

- | | | | |
|----|---------------|---|------------------------|
| 4. | Tirumangalam, | Ø | |
| 5. | Usilampatti, | Ø | |
| 6. | Nilakothai, | Ø | From Madurai district. |
| 7. | Dindigul and | Ø | |
| 8. | Vedasandur | Ø | |

Tripura: All the districts already covered.

West Bengal: Midnapur and Nadia.

Special Central Assistance Allocated to States for
Tribal Sub-Plans in Fifth Plan

(Rs. lakhs)

State/Union Territory		1974-75	1975-76
1.	Andhra Pradesh	34	87
2.	Bihar	70	280
3.	Gujarat	44	200
4.	Madhya Pradesh	114	506
5.	Maharashtra	24	97
6.	Manipur	-	35
7.	Orissa	76	290
8.	Rajasthan	32	100
9.	Himachal Pradesh	-	25
10.	Assam	24	58
11.	Tripura	10	25
12.	West Bengal	20	40
13.	Karnataka	2.50	6.00
14.	Kerala	2.50	7.00
15.	Tamil Nadu	2.50	6.00
16.	Uttar Pradesh	1.00	2.00
17.	Andaman & Nicobar Islands	-	20.00
18.	Goa, Daman & Diu	-	-
Total		456.50	1,786.00
i)	Unforeseen contingencies	43.50	214
ii)	Ad hoc assistance for the development of primitive tribes		
Grand Total		500.00	20,000.00

Coverage of Tribal Sub-Plans

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State/Union Territories	Coverage of Tribal Sub-Plans (Tribal population '000)	Districts/Areas covered	Remarks
1	2	3	4
1. Andhra Pradesh	700	Tribal belt from Warangal to Visakhapatnam (Macro); Gond area of Adilabad (Macro) and Savara area of Srikantham (Meso)	
2. Assam	944	Assam plains	
3. Bihar	3676	Ranchi (whole) and parts of Singhbhum, Santhal Parganas, Palamau and Rohtas districts.	
4. Gujarat	2682	Surat (8 talukas); Bharuch (5 talukas); Dangs (whole); Valsad (5 talukas); Panchmahals (5 talukas); Vadodara (3 talukas) and Sabarkantha (4 talukas)	
5. Himachal Pradesh	84	Kinnaur (whole); Lahul & Spiti (whole) and Chamba (2 tehsils)	
6. Karnataka	58	4 T.D. Blocks in South Kanara, Coorg and Mysore districts.	Area are to be further identified in terms of the relaxed norms.
7. Kerala	15	Allapady T.D. Block	-do-

8. Madhya Pradesh	3651	Bastar(whole); Surguja(whole); Mandla(whole); Jhabua(whole); Dhar(except Badnabar tehsil); Shahdol(1 tehsil); Balaghat (1 tehsil); Bilaspur(2 tehsils); Seoni(1 tehsil); Raigarh (4 tehsils); Chhindwara (part of 2 tehsils & 2 blocks); Sidhi (1 tehsil and 1 block); Raipur (3 blocks) and Ratlaw(1 tehsil)
9. Maharashtra	1520	Thana(5 taluks); Nasik(8 talukas); Dhulia(7 talukas); Poona(2 talukas); Amravati(1 taluka), Yeotrua(1 block) and Chandrapur (2 talukas and 1 block)
10. Manipur	313	North, West, South & East Manipur and 3 sub-divisions of Central Manipur.
11. Orissa	3372	Mayurbhanj(whole); Sundergarh(whole); Koraput (whole) and parts of Phulbani, Ganjam, Balasore, Keonjhar, Sambalpur and Kalahnadi districts.
12. Rajasthan	128	Banswara(whole); Dungarpur(whole); Udaipur (6 tehsils) and Chittorgarh (1 tehsil)
13. Tamil Nadu	64	Yercaud & Kolli Hills T.D. Block
14. Tripura	267	North Tripura(2 blocks); West Tripura (3 blocks); South Tripura (5 blocks)
15. Uttar Pradesh	12	46 villages in the forest area of N.Kheri Forest Division, Nighasan Tehsil, Dist. Kheri.

Areas to be further identified in terms of the relaxed norms.

-- do --

1	2	3	4
16 West Bengal	46	Parts of Purulia, Bankura, Birbhum, Malda Darjeeling, Jalpaiguri, W.Dinajpur, Midnapore, Murshidabad, Burdwau, 24-Parganas and Hooghly districts.	
17. Andaman & Nicobar Islands	18	Nancowri and Car Nicobar Islands.	
18. Goa, Daman & Diu	7	Daman Region.	
Total	18357		

Special Central Assistance and outlays for the Sub-Plan of Hill Areas and Western Ghats (Draft Fifth Plan).

(Rs. lakhs)

State/U.T.	1974-75			1975-76		
	Special Assistance allocated	Outlay from the normal plan	Total Cols. 3+4	Special Assistance allocated	Outlay from the normal plan	Total Cols. 6+7
1	2	3	4	5	6	7
<u>Hill Areas:</u>						
Assam	300	470	770	300	520	820
Tamil Nadu	100	87	187	100	120	220
Uttar Pradesh	1200	900	2100	1200	1078	2278
West Bengal	250	170	420	250	342	592
Total	1850	1627	3477	1850	2060	3910
<u>Western Ghats:</u>						
Karnataka	29	--	29	29	--	29
Kerala	38	--	38	38	--	38
Maharashtra	45	--	45	45	--	45
Tamil Nadu	26	--	26	26	--	26
Goa, Daman & Diu	7	--	7	7	--	7
Total	145	--	145	145	--	145
Unallocated	5	--	5	5	--	5
Grand Total	2000	1627	3627	2000	2060	4060

Area and Population of Growth Centres in India, 1971
identified by the Ministry of Agricultural Development

State	Sl. No.	Name of Growth Centre	Geo-graphical area (Hectares)	Total population	Total settlements
Andhra Pradesh	1	Phirangipuram	30,900	103,800	31
Assam	2	Panitola	24,100	155,900	105
Bihar	3	Turkaulia	30,500	143,000	77
Gujarat	4	Talala	48,300	70,000	50
Haryana	5	Thanesar	53,000	136,300	133
Kerala	6	Athiyannur and Nemom	21,500	376,800	18
Madhya Pradesh	7	Sehore	153,900	159,100	304
Maharashtra	8	Basmat	133,100	176,100	208
	9	Seloo	83,500	81,300	174
Meghalaya	10	Bhoi	138,400	60,300	324
Mysore	11	Harihar	48,400	103,500	87
Orissa	12	Aska	18,900	109,500	97
Punjab	13	Chamkaur Sahib	34,400	96,300	186
Pondicherry	14	Pondicherry	29,200	340,175	269
Rajasthan	15	Suwana	83,300	171,000	126
Tamil Nadu	16	Namakkal Taluk	182,800	487,400	200
Tripura	17	Bisalgarh	64,600	193,900	65
Uttar Pradesh	18	Ghazipur	29,000	183,800	307
	19	Kadipur	26,300	107,900	173
West Bengal	20	Memari-I	21,000	117,200	116

Source: Preliminary reports on the characteristics of blocks, prepared by the Central Research Cell (Ford Foundation), New Delhi, for the Department of Community Development, Ministry of Agriculture, Government of India, New Delhi, 1971.
 Reproduced from a paper by Dr.S.M.Shah, published in Economic Development and Cultural Change, Volume 22, No.2, January 1974.

Approved Annual Plan outlays for the National Programme of
Minimum Needs.

(Rs. crores)

States	Draft Fifth Plan outlays (Tentative)	Annual Plan 1974-75	Annual Plan 1975-76
		Approved outlays	Approved outlays
Andhra Pradesh	176.73	9.10	8.41
Assam	120.00	7.41	9.20
Bihar	276.80	18.90	18.55
Gujarat	128.20	5.92	6.16
Haryana	62.90	2.97	2.50
Himachal Pradesh	44.03	3.38	2.70
Jammu & Kashmir	56.35	4.31	3.99
Karnataka	116.60	8.41	9.58
Kerala	119.11	4.54	5.76
Madhya Pradesh	285.10	13.82	17.20
Maharashtra	206.68	14.92	9.98*
Manipur	12.93	1.27	1.81
Meghalaya	15.40	2.06	2.42
Nagaland	11.89	1.26	1.81
Orissa	157.78	14.18	12.15
Punjab	73.79	10.15	8.18
Rajasthan	203.54	15.29	15.12
Tamil Nadu	148.31	13.00	6.80
Tripura	20.41	1.74	1.53
Uttar Pradesh	361.44	20.57	21.54
West Bengal	205.80	15.10	16.73
Union Terri- tories	N.A.	5.36	7.94
Total	2803.79	193.66	190.06

* Tentative.

The Contents of the National Minimum Needs ProgrammeI. Elementary Education:

1. Age group - 6-11 years - 97% of the children to be provided facilities for primary education by providing a school within a walking distance i.e., 1.5 kms.

2. Age group 11-14 - facilities to 47% children by providing a middle school within a distance of 5 kms.

3. Incentives: (a) Supply of free text books and stationery at the rate of Rs.5/- and Rs.10/- per annum for 50% of the additional enrolment envisaged in the Fifth Plan in Classes I - V and in Classes VI - VII.

(b) Supply of uniforms and attendance stipends for girls at the rate of Rs.10/- and Rs.30/- per annum for 25% of additional enrolment in Classes I - VIII.

4. Quarters for female teachers - additional teachers during Fifth Plan.

5. Construction of class rooms - One class room for every two additional teachers appointed in full-time courses in Classes I - VIII during the Fifth Plan.

II. Rural Health Programme:

1. Establishment of one Public Health Centre for each Community Development Block.

2. Establishment of one sub-centre for every 10,000 population.

3. Making up of deficiency in buildings including residential quarters of the existing Public Health Centres and sub-centres.

4. Provision of drugs at the scale of Rs.12,000 per annum for a Public Health Centre and Rs.2,000 per annum for a sub-centre.

5. Upgradation of one in every 4 Public Health Centre to 30 bedded hospitals with specialised services in surgery, medicine, obstetrics, gynaecology and anaesthesia.

III. Nutrition:

1. Mid-day meals for children in age group 6-11 years.
2. Supplementary feeding programme for children in the age group 0-6 , pregnant women and lactating mothers in tribal areas, urban slums and chronically drought prone areas.

IV. Water Supply:

1. Assured potable water supply to villages in the following categories:
 - i) which do not have an assured and perennial source of drinking water within a reasonable distance (say 1.6 kms).
 - ii) where the source of water supply are endemic to water borne diseases like cholera and guinea worms.

- iii) those which suffer from excess of salinity or fluorides.

V. Rural Roads:

1. Linking up of villages with a population of 1,500 with a village road.
2. In tribal, hilly or coastal areas, where population is more dispersed, a cluster of villages having a population of 1,500 or more will be connected with the main road.
3. The market centres and growth points should be connected with main district roads as first priority.
4. The construction schedule under MNP should conform with the requirements of economic activity planned for each tribal region. The norms of road construction could vary from one area to another. Jeepable all weather connections should qualify under the MNP in an overall scheme making the markets approachable all the year round as a support to marketing and agricultural extension.

VI. Rural Electrification:

1. Those States only will be covered which have not reached a coverage of 40% by the end of Fourth Plan.

Exemption will however be made in the case of States having tribal pockets which have been left behind, even when their coverage has reached the level of 30-40%.

2. Priority will be given to areas of convergence of education, health and communication facilities, which are likely to become focal points for the development of marketing and economic activity.



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